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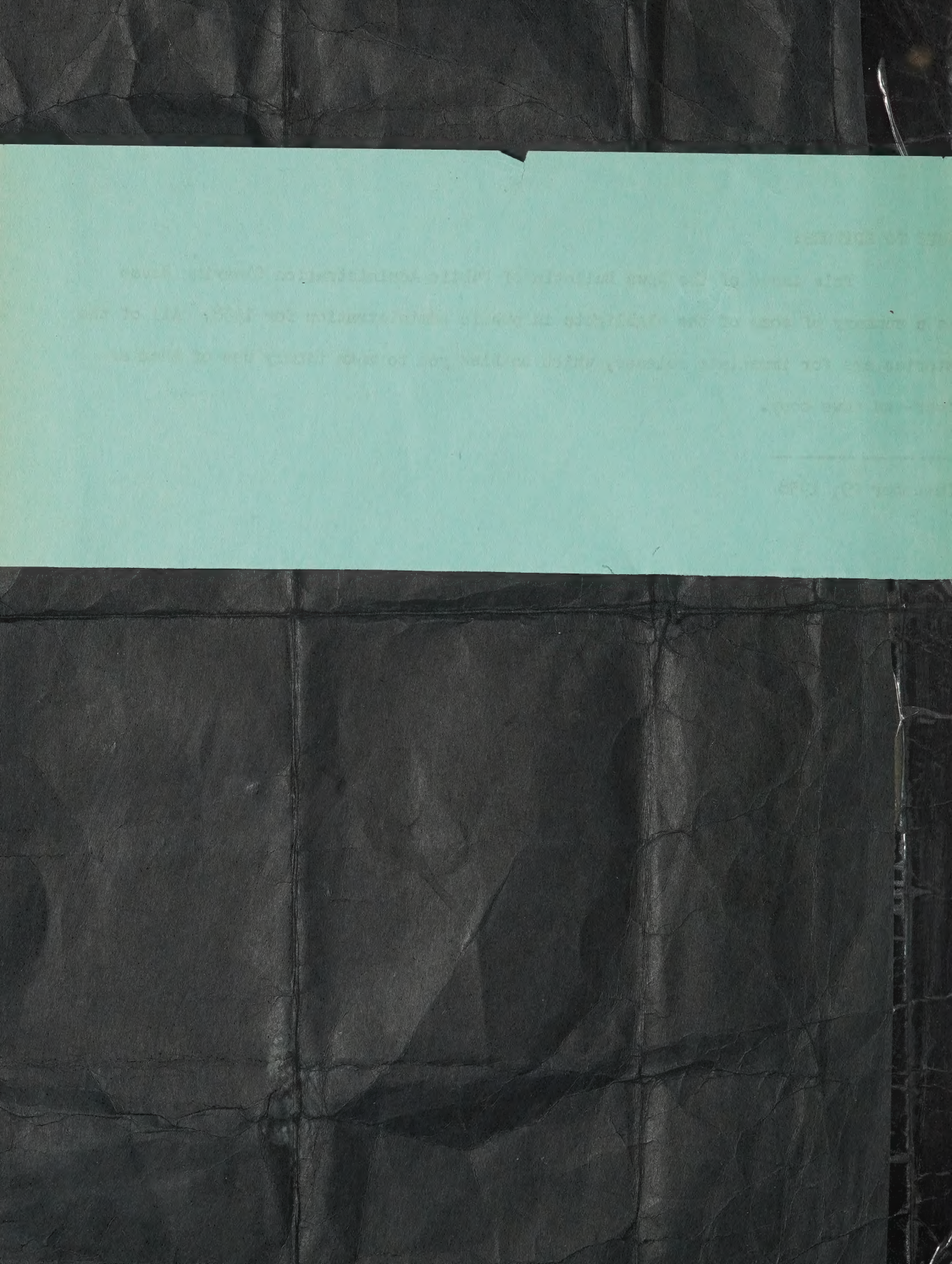
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NOTE TO EDITORS:

This issue of the News Bulletin of Public Administration Clearing House is a summary of some of the highlights in public administration for 1938. All of the stories are for immediate release, which enables you to make timely use of them as year-end news copy.

December 29, 1938



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Local Finances Show More Promise Now Than Year Ago

Definite improvement in the financial health of local governments over that of a year ago marks the beginning of 1939, the Municipal Finance Officers' Association noted today.

Tax collections have about held their own, the Association pointed out. Some defaults on municipal debts have been cleared up, and no new defaults of any importance have occurred. Legislative trends damaging to municipal credit, such as tax limitations, homestead exemptions and waiving or canceling of tax penalties, have been halted. Some helpful legislation has been adopted; for example, the recent constitutional amendments in New York State, which will aid in stabilizing municipal finance procedures.

Municipal bond prices improved greatly during the year. Interest costs based on the bonds of 20 large cities decreased from 3.17 to 2.83 per cent. This reversed the trend of 1937, which brought an increase in interest yields from 2.62 to 3.17 per cent. The favorable low interest rates are threatened to some extent, according to the Association, by the expressed intent of the federal government to tax the income from state and municipal securities.

Despite the "fairly bright current picture," the financial condition of the cities seems vulnerable in the future, the Association said. "Nothing permanent can be planned until some definite policy on relief has been adopted, and until it is clear where the shifting of revenues and activities among governments will lead."

"During 1939, several of the factors affecting municipal credit will reach a climax," the Association declared. "The relief problem will undoubtedly take some definite turn. The legislatures of the states will all be meeting and considering various types of social security, and both the federal government and the states will have to face more squarely the problem of financing a government which is trying to meet extensive social demands."

Improved Methods Of Administration Aid Cities In Meeting Relief Problem In 1938

Although the financing of relief bulks as the largest problem of cities at the beginning of 1939, as it did a year ago, the development of improved methods of municipal administration during the past 12 months will aid municipalities, the American Municipal Association said today. The new year also finds cities making progress on other major problems such as low-rent housing, airports, retirement systems and training programs.

A number of cities, the Association pointed out, have found that they can administer relief more economically and efficiently by checking their municipal machinery for possible duplications of services. Such duplications were found to occur most frequently in the case of health and welfare services.

In attempting to aid cities in meeting their housing problems, 33 states now authorize municipalities to participate in the construction of low-rent developments with the aid of the United States Housing Authority. A total of 75 cities undertook building or arranged for loans for large-scale housing projects during 1938. With federal funds available for other housing projects, cities generally are surveying their housing needs.

Progress in providing retirement systems for city employees, none of whom are covered by the federal Social Security Act, is indicated by reports that more than 60 Massachusetts cities set up such plans during the past two years, while Ohio cities put into effect a legislative order to join the state retirement system. At least five states will consider proposals for statewide retirement systems in which municipalities may participate, in their 1939 legislative sessions.

Aid from the federal government through the George-Deen Act enabled the setting up of training programs for thousands of local government employees in more than 20 states during the past year. Nation-wide extension of such in-service training opportunities is anticipated for 1939, by joint cooperation of state leagues of municipalities and other governmental groups and state vocational education boards.

Airport improvements to accommodate larger and faster planes remain one of the foremost problems of many cities which have invested large amounts of money in airport development, the Association said. This investment as of 1938 represented between \$300,000,000 and \$400,000,000. In seeking solution of airport problems, the municipalities await the report of the Civil Aeronautics Authority, which will be made to Congress by February 1.

One Hundred Ten Thousand Public Employees Placed Under Civil Service In 1938

Nearly 100,000 federal employees and approximately 10,000 municipal workers in the public service were added to civil service rolls in 1938 by executive order or by the people's vote, the Civil Service Assembly of the United States and Canada reported today.

These additions, along with increased public support of civil service and administrative improvements at all three levels of government, represented the significant developments of the merit system during the past year, the Assembly pointed out.

Action at the state level in the off-legislative year consisted mainly of installations of civil service systems that had been voted for more than 30,000 employees in five states in 1937. These states were Arkansas, Tennessee, Michigan, Connecticut and Maine. Several other states brought their position classification and pay plans up to date. In addition, there was an appreciable build-up of merit systems in social security departments of states without civil service through action of the federal Social Security Board to insure sound administration of these offices.

Federal employees placed under civil service by President Roosevelt's executive order were those in non-policy determining positions. At the same time the ten regular federal departments and a number of independent agencies were required to establish personnel divisions to cooperate with the United States Civil Service Commission in broadening the scope of the personnel program in the federal government.

Municipal civil service adoptions applied to approximately 20 local governments, bringing to nearly 900 the number of local jurisdictions operating under a merit basis. The 1938 adoptions and extensions included Sioux Falls, S.D., Louisville, Ky., and Cleveland, O.

Endorsement of civil service, previously made by the National Civil Service Reform League, the National League of Women Voters and the United States Junior Chamber of Commerce, was given support in 1938 by the American Bar Association, the National Lawyers' Guild, the American Federation of Labor, the Congress of Industrial Organizations, and the Daughters of the American Revolution, as well as professional governmental groups.

Introduction of mechanical procedures for test-scoring and other purposes helped modernize personnel administration in New York City and in the state of Michigan. Employee morale and efficiency were furthered in several jurisdictions by in-service training, safety programs, group medical services and credit unions.

Finance And Management Chief Public Welfare Concerns Of 1939

With social welfare measures representing the largest volume of legislation in 1938 for the third consecutive year, the problems of financing welfare needs and setting up organizations and personnel to administer the various federal state and local programs received major emphasis, the American Public Welfare Association said today.

These problems, along with the clarification of relationships between the different levels of government and the different services, remain the foremost tasks for 1939, the Association said. Welfare financing to date has remained on a temporary, emergency basis in most states, with only a few of them undertaking careful tax studies to permit participation under the Social Security Act, it was pointed out.

Proposals for internal reorganization were drawn up in at least 16 states during the past year and will be introduced in 1939 legislative sessions. California voters, for example, sanctioned complete reorganization of the state welfare department to include all social services.

Provision of medical care for the dependent sick is an outstanding problem faced by local governments, according to the Association. A nation-wide survey made in 1938 indicated widespread inadequacies in this service, owing in part to duplication and diffused responsibility. To aid in solution of the problem 20 medical and public health groups will in the near future announce formulation of a proposed coordinated plan for local governments to follow.

Choice of personnel for the growing number of positions in public social work is increasingly being placed on the merit basis, the Association said. During 1938 many states without state civil service enlisted the assistance of the federal Social Security Board in setting up their new social security agencies.

Municipal Action Distinguishes 1938 Planning Year

Cities and towns furnished principal advances in planning during 1938, the American Society of Planning Officials reported today.

In cities ranging in size from New York City to towns and villages of a few hundred population, reorganized or newly established planning programs extended from consideration of zoning regulations to street and traffic systems and subdivision platting. Planning commissions also aided cities in obtaining better use of their land and in carrying out housing programs.

A large number of cities revised their zoning ordinances during the year in the light of recent zoning research and their own local experience. Several communities attempted to prevent shack developments in the interest of public health by enacting laws that provided for minimum building size. Washington cities, under state law, introduced strict subdivision control requiring real estate developers to prove that the public's "convenience and necessity" are served. Other cities and counties passed regulations for tourist and trailer camps, architectural control, off-street parking and airports.

The cities of Oakland, Calif., Pittsburgh, Pa. and Nashville, Tenn. integrated planning and housing programs by selection of public housing sites with the advice of their planning commissions. Greenbelt towns near Washington, D.C., Milwaukee, Wis. and Cincinnati, O. swung into full operation to demonstrate modern town planning design and management. City planning agencies elsewhere worked in close accord with many of the 200 local housing authorities.

In several cities planning commissions cooperated with finance departments to establish municipal land reserves. Denver, Colo., for example, set up such a reserve from tax-reverted lands for parks, public building sites and housing project location. Complete financial programming for municipal improvements on a long-term basis was undertaken by city planning commissions in San Diego, Calif. and New York City. Under the New York City charter that became effective in 1938, the planning commission submits each year to the Board of Estimate and Apportionment a detailed review of budgets for the following calendar year and a capital improvement program for the ensuing five years.

Foundations Strengthened For Assessment Improvement In 1938

Improvement of property assessment methods and increased recognition of the need for technical competence by assessors themselves were outstanding developments in the assessing field in 1938, the National Association of Assessing Officers noted today.

Eighty-eight principles for efficient assessment drawn up by its Committee on Principles of Assessment Practice were adopted and endorsed by the Association's members, representative of all but four states in the country. Included in the primary principles, many of which are contrary to present practice, was the recommendation that assessment districts be large enough to employ a full-time assessor and deputy.

Other principles of foremost importance were that assessors be appointed to office by examination instead of by election, and that local assessments be made under direction of one man instead of by a board. It was also recommended that assessors receive fixed annual salaries instead of fees or commissions.

Steps toward clarifying the jurisdiction of the courts on assessment matters were taken with the appointment by the American Bar Association of a special committee to study the improvement of legal procedures for property assessment. Although this committee and the National Association of Assessing Officers found that the court's jurisdiction in assessment questions should be limited to "matters of law" there is still some disagreement as to the meaning of this term.

A trend toward transferring certain types of property such as utilities and intangibles from local to state assessment was noted during the year. Four of the nine state legislatures which met in regular session conferred on their state tax departments responsibility for the assessment of property formerly held by local assessors. Principles for division of assessment between local and state agencies, designed to free local assessors for the duties they are especially fitted to perform, were recommended by a committee of the Association in a special report.

Education of the assessor on the job moved ahead in at least three states -- Michigan, Wisconsin and New York -- where training courses were held during the year through cooperation of state leagues of municipalities and other agencies. In Connecticut, Illinois and Oklahoma, a series of county meetings sponsored by state tax commissioners was held to acquaint new assessors with their duties. In New York City 16 municipal assessors enrolled in a course in assessment methods instituted by New York University, while others attended non-compulsory classes in assessment procedure held in working hours by the New York City Tax Commission.

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Revision Of Governmental Program Recommended As Job Aid To Veterans

Revision of the governmental program to assist World War veterans in finding employment is proposed in a public employment service survey reported today by the Public Administration Committee of the Social Science Research Council.

The survey found that all middle-aged job seekers--veterans and non-veterans alike--are handicapped by age in finding work, and recommended that the problem of public employment service for veterans be considered with the bigger problem of finding jobs for the entire "hard to place" group, which includes the middle-aged and the handicapped.

Development through state employment services of competent counseling and individualized placement for the "hard to place" would be the greatest aid the United States Employment Service could render veterans, according to the report.

A shift in job opportunities within the last two years occasions need for such a step. Although the United States Employment Service was of material value in enforcing provisions under which war veterans formerly had a legal preference to jobs in public works projects, this advantage is removed as veterans, like other job seekers, now look to private employers for work, the report declared.

The report said that veterans who require special attention "would be benefited far more if the funds devoted to the present Veterans' Placement Service were used for support of a small federal staff particularly qualified in this type of work, and for grants to state services for maintenance of special state supervisors to build up the service for the 'hard to place.'"

Since 1933, when the coordinated federal-state employment service was started, the number of jobs found for veterans fluctuated exactly with the number found for non-veterans in private employment, according to the report. Thus, the volume of private placements among veterans was found to depend almost entirely upon two factors--the condition of the labor market and the degree of development of the regular employment service.

"Whatever preference has been accorded veterans has had but small effect on the volume of private placements they have received," the report said. "In states with weak employment services private employment has been correspondingly low. In states with well developed services the number of veterans placed has been relatively high."

The study was conducted by Raymond C. Atkinson, formerly of the Ohio Institute; Louise C. Odencrantz, director of personnel, New York State Division of Placement and Employment Insurance; and Ben Deming, assistant director, Indiana State Employment Service. It is published by Public Administration Service.

Old Age Retirement Problems Confront State Legislatures

As nine states or more prepared today to consider old age retirement legislation for public employees, the American Municipal Association reported that possible extension of federal or state social security coverage to include governmental workers need not supersede or replace local pension assistance.

The report pointed out that "just as many private businesses are supplementing employees' old age benefits by other retirement systems, so city pensions can be supplementary and additional."

It was stressed that proposals to extend federal Social Security coverage of public employee groups have been discussed only with a view of making such programs available at the option of the groups in each particular state, and should not be construed as mandatory.

Local retirement programs for public workers would be accelerated, the report said, if they allowed for accumulation and transfer of benefits from city to city, city to state, and state to state. At present, only two existing retirement systems allow for such accumulation and transfer, and the report points out that they allow only for transfer of benefits between places and types of employment which participate in the program and which are within the same state. Such transfer is not possible at the present time from state to state.

The report pointed out that benefits under existing legislation cannot continue to accrue if a public employee transfers to a non-participating city or state, or from public to private employment (or vice versa). Likewise, benefits accrued under a local or state system cannot be carried over under federal Social Security should a transfer be made from public to private employment, nor can benefits accumulated under federal Social Security be transferred or continued when persons transfer from private to public employment.

This is a situation which no state or local retirement act can remedy, the report said. The remedy must be looked for in interstate acts, and by keying in with public retirement systems old age benefits for private employees as now set up in the federal statutes.

Municipal Reporting Improved In 1938, Survey Shows

Improvement in the reports of cities to their citizens was noted today by the International City Managers' Association after an examination of annual reports of 1938. One hundred cities in all population groups submitted reports during the year, compared with 81 in 1937 and 74 in 1936.

Sample reports of the group showed that cities have turned from mere chronologies of events to explanation of the purposes and methods of operation of their various departments. They describe major steps taken to improve and modernize departmental operations. They attempt to measure results attained, using the best statistical indexes available, but not confining the evaluation to quantitative measures. They work statistics into the text, relating them in proper perspective to the situation as a whole.

Examples of improved reporting cited by the Association included the report of Fort Worth, Tex., which gave highlights of citizen activity in the city government, showing more than 2,700,000 individual participations in local recreational facilities. Berkeley, Calif. explained to taxpayers the high credit rating of its bonds and the low ratio of bonded indebtedness to assessed valuation. The Portland, Ore. report emphasized the broad objectives of the city plan and the means being used to carry out these objectives. Sacramento, Calif. featured its police department reorganization as the chief news of 1938.

Among small cities submitting 1938 reports were Webster City, Ia., Alliance, Neb., Princeton, N.J. and Murfreesboro, Tenn. Reporting cities in the population group from 10,000 to 30,000 included Grand Junction, Colo., Tallahassee, Fla., Winnetka, Ill., Eldorado, Kans. and Augusta, Me. Larger cities making reports were Long Beach and Sacramento, Calif., Schenectady, N.Y., Portland, Me., Cincinnati and Toledo, O. and Milwaukee, Wis.

Federal, State Tax Offices Decentralize Procedures

Extension of the practice of decentralizing the administration of federal and state taxes through establishment of district offices was reported by the Federation of Tax Administrators today.

With the current opening of two new regional divisions of its technical staff for the Central West and New England, the United States Bureau of Internal Revenue will operate a total of five technical staff subdivisions, according to the Federation. Similar districting for state tax administration has taken place to some extent in 14 of the states.

The first attempt at decentralization of the federal bureau technical staff was made in Cleveland, O. in 1936, by increasing the powers of the revenue agent in charge to reach final settlement on all returns. Last year a Pacific Division of the technical staff was set up in Los Angeles to cover eight western states, Alaska and Hawaii. Division headquarters were also established in New York City and Chicago. Branch offices of these division headquarters in other main cities of the regions extended the decentralization still further.

Under the districting system, all federal tax matters are handled in the locality from which the return is made instead of being referred to Washington. When any question of tax liability arises and the taxpayer cannot reach an agreement with the local internal revenue agent, the technical staff for the region has complete power to reverse the findings of the revenue agent. If the technical staff and the taxpayer cannot agree, the taxpayer's only recourse is to the courts or the board of tax appeals.

Mississippi has instituted a complete decentralization of its state tax administration. Within the past two years this state has created a 10-district system to administer all types of state taxes. For Oklahoma 15 district offices of the state tax commission are responsible for most of the tax collections and audits. New York state administers its beverage, income and motor fuel taxes on a district basis. Among the other states which have decentralized to a lesser extent are Michigan and California, which follow the procedure for sales taxes, and Wisconsin, which uses it in adjusting state property and income taxes.

Tax officials of states with decentralized systems assert that field officers knowing a district and its taxpayers can check more efficiently on enforcement of returns as well as on returns made.

Cities And States Inaugurate Apprentice Training Programs

At least five cities and three states inaugurated apprenticeship training programs in public services within the past year, the Civil Service Assembly of the United States and Canada reported today. Although the programs vary as to qualifications for apprenticeships and stipends paid, they all have the same purpose of training inexperienced persons who possess academic preparation for the public service.

San Diego, Calif., for example, created several positions in the civil service to be known as "municipal student workers" to bring college students into the offices of the city manager and the civil service commission. New York City appointed 11 "cadet engineers" to various kinds of local government apprentice positions.

Other cities which installed some type of apprenticeships during the year included Glendale, Calif., Saginaw, Mich. and Portland, Ore. Los Angeles County, Calif. has had a program since 1933 in its Department of Budget and Research.

Wisconsin set up the most comprehensive of the state-supervised apprentice training programs. This state gave more than 30 university graduates apprentice appointments for one year's service in the state and city governments. Both Michigan and Indiana established apprentice positions in state personnel work. Michigan adopted an apprentice training plan modeled after that of the California state personnel board, whereby student personnel assistants are appointed to work for the civil service department on a probationary basis. At the end of one year they take civil service examinations to qualify for permanent positions. Indiana offered a similar plan for the first time in 1938 through its bureau of personnel.

In addition to these government-supervised apprentice programs, which in most cases train for more or less specific jobs, two universities--New York University and the University of Pennsylvania--were added in 1938 to those arranging "laboratory" work in government for students interested in public service careers. Similar programs of longer standing are offered by the University of Minnesota, the University of Cincinnati and Syracuse University.

For students especially interested in the federal government, the National Institute of Public Affairs in 1938 offered its third year of formal training, placing 41 "interns" in federal bureaus for first-hand experience. All of the Institute students are college graduates, selected by competition. Neither the Institute nor the federal government assumes obligation for employment following the training program.

100 Cities Use Parking Meters

Approximately 100 cities are using parking meters to control traffic congestion in their business districts, the International City Managers' Association reported today.

Among cities recently authorizing installations were Cleveland, Youngstown and Zanesville, O.; Duluth, Minn.; Geneva, Glens Falls, Newburgh, White Plains and Buffalo, N.Y.; Hackensack, N.J.; Sioux City, Ia.; and Petersburg and Roanoke, Va.

Most of the cities charge a nickel for an hour's parking, according to the Association. In Auburn, N.Y., however, the meters receive pennies instead of nickels. Any number of pennies up to five may be inserted at one time, each penny entitling the motorist to park for twelve minutes.

Parking meters have been in court on the matter of legality eight times. They have been upheld in Oklahoma, California, Florida, Massachusetts and Texas. Alabama courts declared them illegal in two cases. A New York state law passed in 1937 permitted meters to be used anywhere in the state except in New York City, all income to be used for traffic control.

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Two Cities Hire Housing Officials Under Civil Service

Detroit, Mich. has joined New York City as the second city in the country to place the new positions in public housing under civil service, the National Association of Housing Officials reported today.

In giving its examinations last month for three housing positions, Detroit followed its municipal attorney's opinion that Michigan state law makes civil service appointment mandatory for all public housing positions in cities with general civil service. Posts of associate architectural engineer, housing manager and engineer of public housing were to be filled by the examinations.

New York City gave civil service examinations for five housing management positions with the local housing authority last year. Professional and semi-professional managers and other housers advised the civil service commission on the examinations.

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Daily Rate Payment Suggested For Tax-Supported Hospitalization

With many local governments dependent upon non-governmental hospitals to care for their needy sick because of the insufficiency of public facilities, the American Public Welfare Association and the American Hospital Association today suggested that cities adopt systems of paying for the care of indigents in private hospitals at a flat rate per day.

The report, made jointly by the two Associations, showed that about 1,300 of the 3,000 counties in the United States have no governmental hospital. In the 296 most populous counties non-government hospital beds constitute approximately two-thirds of the total accommodations.

Although many cities are paying for hospital care of their indigent according to services rendered, some of them are paying on a lump sum or subsidy basis. It was suggested that payment be made exclusively on the basis of service actually rendered, at a flat, per diem rate including all charges for laboratory work, X-ray and other services. A single rate cannot be predetermined for all places, it was pointed out, but must be established individually in accordance with local conditions.

On rates of payment and other matters public officials were advised to deal with the hospitals of their communities jointly, by organization of hospital councils or through a joint committee from the local hospitals. The report advised non-governmental hospitals to encourage uniform systems of accounting to facilitate the necessary inspection and supervision of accounts and procedures by public officials.

It was suggested that public officials and representatives of hospitals and the medical profession together set up methods of determining eligibility for tax-supported medical care. Physicians alone would determine medical need, and the governmental agencies would be responsible for authorizing the care at public expense under this plan.

Persons already on relief rolls should be given hospital care at public expense without further investigation, the report added. In other cases the decision should be made following examination of the patient's financial resources and responsibilities in relation to the probable cost of the necessary diagnosis and treatment if he pays it himself, and the investigation of state laws and local ordinances.

Per Capita Costs Fail To Show Efficiency Of Government Service, Study Declares

The fallacy of using per capita costs as the only measurement of government efficiency in rendering various municipal services such as refuse disposal or street maintenance, is pointed out today in a study by Public Administration Service.

Per capita costs are frequently cited as a measure of efficiency in government, and a city with a high per capita cost for certain operations is looked upon as being wasteful, the study "Public Works Management," by Donald C. Stone, executive director of Public Administration Service, declared.

"It must be pointed out, however, that where one city may spend twice as much as another to perform the same service, the first city may render twice as much service," the survey said.

For example, refuse disposal service expenditures in a city may be above the per capita average because the city disposes of all types of refuse, makes frequent collections, carries the containers from the rear of buildings to the vehicle and replaces them, and disposes of the refuse in a sanitary fashion.

"Therefore, it is clear that a city cannot be condemned because a particular service costs more than it does in other cities which give only partial service, or no service at all," the survey said.

"Given equal extent and quality of service, however, per capita cost figures afford a rough measurement of what citizens receive for their money when compared with other cities.

"But," it concluded, "the quantity, nature and results of the work, as well as the conditions under which it is performed, must all be considered if valid conclusions are to be drawn from the figures."

If comparisons of government efficiency in rendering a service are to be made, it was suggested that the various component parts in cost and performance of a service be analyzed for a clearer picture of the subject:

17 States Attempt To Check Tax Avoidance By Change In Assessment Procedure

Seventeen states have taken steps to check tax avoidance on merchandise by owners who reduce their stock on the assessment date to gain a low valuation, the National Association of Assessing Officers reported today.

Instead of making the inventory on the assessment date the basis for assessments, these states base the valuation on the average daily inventory of the merchandise for a fixed period--usually 12 months--preceding the assessment date. Under this system, merchants have less reason to reduce their stock on assessment dates for the purpose of keeping their assessments low.

Florida and Utah enacted the "average inventory" laws at their last legislative sessions, while Vermont is reported considering such a law at present. Other states with similar laws include Alabama, Arkansas, Connecticut, Idaho, Iowa, Kansas, Maine, Maryland, Missouri, New Hampshire, New Mexico, Ohio, Oklahoma, Tennessee and Wyoming.

In states which assess on the basis of a one-day inventory, assessors have encountered objections from merchants who have been unable to reduce their stocks because of the nature of their business, the Association said. As the result of these objections assessors may lower assessments to bring them into line with the others.

Avoidance of taxes on many types of merchandise is made possible partly through the diversity in assessment dates, the Association pointed out. Eighteen states make their assessments in January, ten in April, five have no special dates, and others scatter through various months of the year. Illinois and Wisconsin, for example, have respective assessment dates on April 1 and May 1. Assessment officials declare that the 30-day interval offers opportunity to manipulate merchandise from one warehouse to another and avoid taxes in both states.

States And Counties Seek Methods Of Using Tax Reverted Land

A growing movement among states and counties to find proper use for rural land which has reverted to the state because of tax delinquency was reported today by the American Society of Planning Officials.

Oregon and California confronted this problem most recently, with Oregon in 1938 owning 1,714,349 acres of rural land. Additional areas valued at about \$20,000,000 were foreclosable because of tax delinquency. Michigan owned 2,000,000 acres of tax-reverted land in 1934, and at that time was holding about 3,000,000 additional acres before taking title. In New Jersey a recent survey showed that nearly 900,000 acres of rural land were tax delinquent.

Cut-over timber lands which had lost their former tax and productive value composed a large portion of the tax-reverted land in Oregon, Michigan, California, Minnesota and Wisconsin.

California, with the assistance of the Federal Works Progress Administration, began recently an investigation and classification of state-owned land. Minnesota in a recent referendum, authorized the exchange of state land for areas owned by the federal government with a view toward consolidation of government-owned areas. West Virginia has authorized its Public Land Corporation to sell, purchase or exchange tax-reverted land to consolidate state holdings.

Minnesota, Michigan, New York and Wisconsin are among the states which pursue state land programs in which the reverted land is classified as to soil potentiality and salability. These lands are homesteaded, resold or exchanged. Areas unsuited to agriculture and lying adjacent to other state lands are incorporated into parks and game refuges under this system.

Methods of management depend upon two types of reversion, the Society pointed out. In 29 states foreclosed or abandoned land reverts to counties, and in 19 states to the state. Planners have found that where the states hold title to the land there is a better opportunity to promote and finance large scale management programs and to coordinate land use policies with those of other agencies. Although counties are in closer contact with local problems they often lack sufficient funds and personnel to carry out land use programs.

Cities And States Report New Civil Service Recruitment Methods

New methods used by cities and states to acquaint a larger number of qualified persons with openings in the public service were reported today by the Civil Service Assembly of the United States and Canada.

California's State Personnel Board supplies current information about the civil service to state legislators and other officials for distribution to job seekers, as well as to the general public. State civil service examination announcements, applications for employment and request blanks for further announcements are circulated periodically by this means.

The California personnel agency has been building up a mailing list of citizens who have signified an interest in government positions. Through the mailing list candidates are notified well in advance of all examinations for which they qualify. Detailed information is kept on the job experience of applicants.

Both the New York Municipal Civil Service Commission and the Michigan Personnel Department during the past year began distribution of monthly bulletins for public information on occupation openings. The New York City agency makes a special attempt to reach young job seekers through distributing this news to schools, colleges, libraries and other institutions. The Michigan bulletin also reports on current activities of the department.

Recruitment by radio has been used by the Arkansas State Civil Service Commission and the New York Municipal Civil Service Commission during the year. The New York City "Civil Service Quiz," a weekly broadcast, informs of current job openings in brief dramatizations of the local public service.

Among the cities which have used graphic and pictorial "advertisements" to recruit policemen are Sacramento, Calif. and Phoenix, Ariz. The latter city placed announcement posters on the fronts of city street cars to call attention to examinations for openings in the department.

Richmond, Va., St. Paul, Minn., To Try Voting Machines

Richmond, Va. and St. Paul, Minn. will give voting machines a trial during 1939, reports to the International City Managers' Association revealed today. St. Paul already has installed 12 machines for the experiment.

The cities follow close in the footsteps of Jacksonville and Tampa, Fla., the former having used voting machines in 1937 city primaries. Jacksonville was the first Florida city to purchase and install the machines, although Tampa was the first state city to use them, in a special election in February, 1937.

If the machines are approved, Richmond and St. Paul may join the list of large cities using them. These cities include New York City, Los Angeles and San Francisco, Calif., Philadelphia, Pa., Seattle, Wash., Indianapolis, Ind., and Baltimore, Md.

Installation of voting machines in Bergen County, N.J. in 1938 resulted in the consolidation of 130 election districts, the association said.

More than 25 states, most recent of which are Kentucky and Florida, have passed laws permitting use of voting machines. More than 3,500 cities and towns in the country have adopted the voting machine since it first was used 45 years ago by Lockport, N.Y.

* * *

Training - Planning

Two Cities Schedule Training Schools For Planning Officials

The first in-service training schools ever provided for city and county planning officials of New York will be inaugurated in Rochester and New York City during the next month, the American Society of Planning Officials reported today.

The Municipal Training Institute of New York State will operate the schools at Rochester, Jan. 25-27, and in New York City, Feb. 7-9. Fundamentals of the work of planning officials and their staffs will be stressed during the three-day short courses.

The schools will pattern after similar short course programs offered annually during summer months by the University of Southern California at Los Angeles, and by the University of Washington.

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Legislative Councils Make First Reports In Three States

Three of the 43 state legislatures beginning 1939 sessions this month will work with first results of the legislative councils they established in 1937, the Council of State Governments noted today. In Connecticut, Illinois and Nebraska these interim study and research bodies composed of legislators will present factual reports, in some cases legislative proposals, on major current problems of their respective states.

Four other states meeting in 1939 session--Colorado, Kansas, Michigan and New Mexico--established legislative councils or similar agencies prior to 1937. Kentucky and Virginia, which do not hold regular sessions this year, also have legislative councils.

If proposals of the new councils are approved by their legislatures at the rate they have been accepted in Kansas, 60 per cent adoption may be expected this year. The Kansas Legislative Council, which has been in operation since 1933, found this percentage raised to 80 on its 1937 legislative recommendations.

Of the new councils, Connecticut's brings at least 16 proposals to its legislature, ranging from reorganization of the state department of agriculture to permanent levy of the 2-cent state cigarette tax. The Illinois Legislative Council is making reports or recommendations on circuit court redistricting, oil legislation, school district consolidation and other subjects. When Nebraska's one-house legislature considers revenue measures, it will refer to the report of its legislative council on taxation and costs of government which shows how unequal assessment, tax exemptions, evasion and delinquency affect the state's revenues.

Legislative councils do not propose final solutions for legislative action, the Council of State Governments pointed out. Their chief duties are to select the outstanding state problems for study between regular legislative sessions and through their research staffs to provide reliable data on them. In some cases bills embodying recommendations are drafted.

Establishment of legislative councils is under consideration this year in at least 12 other states according to reports to the Council of State Governments. The Hawaiian Territorial Legislature, which created an interim legislative committee in 1937, also has a proposal before it to set up a permanent legislative council.

Examination Fees Pay 60 Per Cent Of New York City Civil Service Program Budget

Examination fees designed to help finance an adequate civil service program for New York City are yielding about \$250,000 annually, or approximately 60 per cent of the municipal civil service commission budget, according to the Civil Service Assembly of the United States and Canada.

Under the system instituted several years ago by the New York City commission, applicants for civil service examinations pay from \$1 to \$3--or approximately one-tenth of one per cent of the entrance salary of the positions for which they are applying. Promotional examinations call for more substantial fees, in some instances as large as \$15.

Little opposition to the fee system has been voiced, New York officials report. It has not noticeably reduced the number of applicants, although it has reduced the number of "repeaters"--persons who take all examinations offered.

Success of the fee system in New York City has led state officials to consider its establishment in connection with state civil service examinations. The state thus would follow the footsteps of Ohio where, under state law, applicants for state civil service positions must pay a \$1 examination fee for positions paying \$1,000 or more, and 50 cents if the salary is between \$600 and \$1,000. There is no fee if the salary is under \$600.

Examination fees are charged by only a few other public personnel agencies. The Jefferson County, Ala. personnel board, which also serves the cities of Birmingham and Bessemer, charges a flat fee of \$1.50 for all examinations. The civil service commission of Seattle, Wash. charges a fee of \$1 for original applications except in the case of laborers. In Toledo, O. applicants must pay a \$1 examination fee.

With few exceptions public personnel agencies lack sufficient funds to conduct adequate examination programs, the Assembly points out. During periods of wide unemployment, the number of applicants for public positions is far out of proportion to the number of vacancies in the civil service and hence the cost of giving and grading examinations is correspondingly great.

"Spot" Surveys Found Useful In Planning Single Housing Projects

Although a real property survey covering the entire area of a city is considered indispensable to long-range housing programs, some municipalities are proceeding with the planning of single housing projects on the basis of less inclusive studies, the National Association of Housing Officials reported today.

In many localities substandard areas are well defined and apparent, with need for correction universally recognized, the report said. In these cases, specialized interim studies of occupancy-vacancy, family composition, over-crowding and other factors have been found useful in justifying single housing projects.

An analysis of 25 housing surveys of one type or another completed in 1938 by cities ranging in population from 7,000 (Putnam, Conn.) to 1,238,000 (Los Angeles, Calif.) revealed only a few comprehensive real property surveys.

Special housing surveys ranged from a study of use and occupancy by the Elgin, Ill. post office to a report on the relationship of crime and housing by the Orange, N.J. Council of Social Agencies. Los Angeles completed an investigation of the effect of slums on juvenile delinquency, crime and health. St. Louis, Mo. made a public health survey.

Approximately 30 housing surveys started or planned during 1938 ranged in subject from real property surveys in Augusta and Savannah, Ga., Vincennes, Ind. and Helena, Mont. to a survey on negro housing shortage by the Tulsa, Okla. Chamber of Commerce.

Schedules used in conducting spot checks or special block surveys should be of standard form, the Association pointed out, so that they can be keyed to any similar but more comprehensive survey which may be conducted in the future. Except under unusual conditions, the report said, use of survey techniques other than those developed by the federal agencies may prove expensive and unsatisfactory.

During the past four years real property surveys have been conducted in more than 200 communities with the aid of federal work relief agencies. Standard procedures have been prepared for surveys of many matters closely related to the planning of a public housing program, such as employment-unemployment statistics, land use, traffic, parks and playgrounds, schools, transportation and other community facilities.

Increased Administrative Outlay Cuts Total Relief Costs In Chicago Experiment

Lower relief costs result in the long run when more money is spent for administration, according to results of a demonstration project of the Chicago Relief Administration announced today by the American Public Welfare Association.

As concluded by the report on the demonstration, the experiment proved "that administrative expenditures should be based on the amount which will provide efficient administration of relief rather than on any arbitrary legal limitation," as set in some states.

The Chicago relief demonstration unit was operated as one of the city's 19 public relief stations for three months in 1938. Its purpose was to discover how a larger staff and better office procedures would affect relief costs and services. Results were compared with a "control group" representing typical case-load content of other district offices of the city.

While the enlarged case work and supervisory staffs and the improved office procedures practically doubled the outlay for administration, these additional expenses were absorbed and a net saving of \$34,511 chalked up for the demonstration, the report showed. An upward trend in savings from month to month indicated that the demonstration had cumulative effects which might have resulted in greater eventual savings had the experiment continued.

Savings came about through a reduction in the number of cases opened, an increase in the number of cases closed and a decrease in the average amount of relief given per case. These steps were achieved, the report said, through intensive examination of individual cases made possible when case workers' loads were halved and supervisors' loads cut by two-thirds. The entire case load at the demonstration office decreased from 3,729 to 3,373, while the case load of the control group went up from 3,686 to 4,103. Almost twice as many cases were opened in the control group during the period as were closed, while cases opened in the demonstration unit totaled 762 and cases closed, 854.

Significant progress towards permanent rehabilitation of those on relief was made by the demonstration project, according to the report. For example, twice as many clients of the demonstration unit found private employment as did clients of the other relief stations in the control group. Relief applicants at the demonstration unit were referred in many more cases to medical service and other agencies rendering specialized types of public assistance. These steps toward rehabilitation had important implications with reference to future savings, the report pointed out.

Analysis Shows Frequency Of Refuse Collection Varies Greatly

A wide variation in the frequency of collection of garbage, rubbish and ashes in residential districts was indicated today in an analysis by the American Public Works Association of refuse collection practices in 32 cities.

Garbage is collected in all the cities on schedules varying from one to six times a week, with collections usually more frequent in summer. Several cities collect rubbish with garbage, others ashes with garbage, and in some instances the collection of all three types of refuse is combined.

Separation of refuse is governed by the method of disposal, the report said. For instance, garbage must be collected separately if fed to hogs, while garbage and combustible rubbish may be collected together if incineration is used.

In Sioux City, Ia. contract collectors pick up garbage, rubbish and ashes twice weekly, winter and summer. City forces in Tulsa, Okla. collect garbage four times a week in summer and twice a week in winter. Individual householders dispose of rubbish and ashes as they see fit.

Escanaba, Mich. and Rockford, Ill. provide for collections over an eight-month period. During this period, Escanaba city forces collect garbage--and ashes upon request. During the winter months garbage is collected upon request at a rate of 35 cents for the first can and 25 cents per can thereafter. In Rockford, collection is by contract and pickups are made from April 1 to December 1. During the remaining four months the individual householder must employ a private collector or dispose of the refuse himself.

In Winnetka, Ill., garbage and combustible rubbish are picked up three times a week, ashes once a week and non-combustible rubbish once a month. Perth Amboy, N.J., collects rubbish upon request while making regular collections of garbage and ashes. Of the 32 cities, collections in 17 are made by municipalities, in 11 by contract and private collectors, while the remaining four depend upon private collectors entirely.

Ten Agencies For Governmental Research Established During Year

Ten new agencies for research in government -- five of them state, four municipal and one regional -- were established in 1938, the Governmental Research Association reported today.

Of the state agencies, two were set up in connection with universities -- the Bureau of Public Administration of the University of Alabama, and the Institute of Local and State Governments of the University of Pennsylvania. Two others established were legislative councils, in Connecticut and Illinois. The regional governmental research agency is the Northwest Regional Council, serving the states of Idaho, Montana, Oregon and Washington. Localities with new research agencies include Hartford, Conn., Newark, N.J., Peoria, Ill. and Atlanta, Ga.

A unique plan to band together public administration research agencies within a single state was put into effect during the year in Virginia, where a "Council on Public Administration" was established. One of the Council's chief purposes is to bring the research resources of all of the universities and colleges in the state to bear upon problems of state and local government.

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Roadside Zoning Gains Renewed Attention

Roadside zoning to control structures along highways will receive added impetus in 1939, according to reports made to the American Society of Planning Officials today. Legislatures of at least five states, including New York, New Hampshire, North Carolina, Oregon and Indiana, are to consider proposals for this purpose.

While comprehensive county zoning has shown that it is the most successful means of controlling roadside use in several California counties, much of the new legislation under study proposes strip zoning or some other form of control, the Society said. In these cases the state planning commission or the state highway or public works department is usually made responsible for administration.

The California counties, according to the Society, regulate roadside business uses and structures, limiting the size and location of business areas and requiring building setbacks. Businesses are restricted to those necessary to the motorist, and zoning laws supervise their architecture to maintain a certain standard of design. In most of these cases the zoning provisions are part of a broad county planning program.

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JOINT REFERENCE

JAN 30 1939

Traffic Deaths Decrease 36 Per Cent In Cities Operating Accident Prevention Bureaus

Eighteen cities operating accident prevention bureaus reduced automobile fatalities by an average of 36 per cent in 1938 from 1937, the Safety Division of International Association of Chiefs of Police reported today. The 1938 death total for the 18 cities was 838 as compared with 1,301 in 1937.

Of the 18 cities, nine reported decreases in death totals of 40 per cent or more, while reductions ranged from 25.9 to 3.4 per cent in seven cities. In only two--Hartford and Greenwich, Conn.--were increases cited, of 42.8 and 40 per cent respectively.

Saginaw, Mich., Bridgeport, Conn. and Columbus, O. led the upper bracket in fatality reductions last year. Decreases of 78.3 per cent for Saginaw, 67 per cent for Bridgeport and 62.4 per cent for Columbus were reported. One hundred lives were saved in these three cities alone.

Cities, 1937 and '38 deaths and decrease percentages:

Cities	Deaths Percentage Of			Cities	Deaths Percentage Of		
	1937	1938	Decrease		1937	1938	Decrease
Saginaw, Mich.	23	5	78.3	South Bend, Ind.	27	20	25.9
Bridgeport, Conn.	36	12	67.0	Dayton, O.	51	38	25.5
Columbus, O.	93	35	62.4	Cincinnati, O.	123	102	17.1
Cleveland, O.	247	127	48.6	Oakland, Calif.	93	84	9.7
Louisville, Ky.	66	35	47.0	Miami, Fla.	45	41	8.9
Waterbury, Conn.	16	9	43.7	Chattanooga, Tenn.	26	25	3.8
Detroit, Mich.	335	196	41.5	Atlanta, Ga.	59	57	3.4
Syracuse, N.Y.	37	22	40.5	*Hartford, Conn.	14	20	42.8
Evanston, Ill.	5	3	40.0	*Greenwich, Conn.	5	7	40.0

*Increases in Traffic Deaths reported.

The Safety Division has accepted invitations to install accident prevention bureaus in Portland, Ore. and Indianapolis, Ind. during 1939, and has received an invitation to install a bureau in Pittsburgh, Pa. In addition, it is completing its work in Cleveland, O. and Detroit, Mich. and is installing bureaus in Memphis, Tenn. and San Francisco, Calif.

The accident fatality figures were released by the Association as it entered its fourth year in a broad national safety program in collaboration with the Automotive Safety Foundation.

City Real Estate Departments Help Solve Tax-Foreclosed Land Problem

Faced with the double loss of tax revenues and depressed property values from large areas of city-owned land acquired through tax delinquency, many cities have established real estate departments to improve their financial conditions, information from the Municipal Finance Officers' Association showed today.

In Portland, Ore., Milwaukee, Wis., Sacramento, Calif., Boston, Mass., Buffalo and Harrison, N.Y., Vero Beach, Fla., Des Moines, Ia. and elsewhere, the departments are charged generally with managing and selling unredeemed foreclosed property. The task may include programs to recover delinquent taxes and return land to owners.

Portland's real estate department since its establishment several years ago has sold more than 4,150 lots and parcels of land for approximately \$2,100,000 and, in its effort to prevent tax foreclosures, has collected nearly \$400,000 in back taxes and assisted 700 out of 2,500 delinquent tax accounts to pay up and save owners' properties. Real estate dealers have been paid about \$12,000 since 1932 for their part in land transactions.

The property sales division of Sacramento during the last several years has handled more than 800 pieces of property, realizing about \$500,000. Vero Beach recently put 75 lots back on the city tax rolls and caused \$70,000 to be invested in new buildings through a plan of selling city-owned lots at low prices providing homes were built upon them. Purchasers were allowed to pay with city bonds, and \$30,000 in bonds were cancelled.

A recent appraisal of 11,070 lots owned by Buffalo and surrounding Erie county evaluated them at \$3,697,616. The sale of 70 lots netted the city \$44,000 during the last year.

Yonkers, N.Y., through cooperation between its real estate division and city planning commission, has acquired practically all needed cites for schools, parks, playgrounds and nurseries from tax-foreclosed lands.

Milwaukee, which pioneered in the city real estate department field, is also emphasizing a program for sale or rent of city-owned lands. Milwaukee owns more than 6,750 parcels of land valued at nearly \$2,000,000. The city collected \$40,000 in rents from 107 tenants in 1935.

Public Personnel Agencies Give Increased Attention To Employee Health Standards

Increased attention to health and physical standards of employees in the public service was noted today by the Civil Service Assembly of the United States and Canada.

The Assembly pointed out that a number of civil service agencies in reviewing entrance requirements for various positions are seeking to establish standards of physical fitness that will make certain of an appointee's capability for efficient performance of his job. In some cases these agencies are instituting periodic medical examinations and are urging departments to give attention to physical conditions under which employees work. Some of them sponsor safety programs to reduce accidents and conserve time and money.

Need for formulation of "reasonably uniform" physical requirements for each type of position, in addition to those for policemen and firemen which are already standardized, is emphasized in an Assembly bulletin on health standards and medical care in public personnel agencies.

Physical attributes necessary to satisfy all kinds of job requirements from laborer to office executive should be studied through examination of employee duties in each job classification, the bulletin suggested. Such a study would include accident hazards of particular positions and the particular physical disabilities likely to result in accidents or illness.

The bulletin also points out that medical directors of civil service commissions face a responsibility in finding suitable employment for the physically handicapped who can successfully perform the less strenuous city hall and county court house duties.

San Diego, Calif., Minneapolis, Minn. and Milwaukee, Wis. are among the local civil service commissions retaining full- or part-time medical directors who not only examine recruits but check on employee health when necessary. The Tennessee Valley Authority maintains a health department which keeps a constant health-rating of employees from the time they are appointed. The employees also receive a physical examination when they leave the service.

Procedure Outlined For Proper Municipal Audits

Municipalities can secure proper audits only by reaching a clear understanding with the auditing agency on the scope and type of account examination, according to a study issued today by the National Committee on Municipal Accounting.

The study, which included recommendations for municipal audit procedure, pointed out that unless a municipality indicates whether the audit is to be "general"--inclusive of all financial transactions--or "special"--limited to some particular phase of activity such as pension or sinking funds--the audit will not provide a satisfactory check of financial business.

Nor will the audit be considered satisfactory to the public if the independent auditor is too limited in the scope of his work or if his report is "smothered" as soon as it is filed, the Committee said.

Municipal finances today undergo audits by three kinds of agencies, the study pointed out. Several states require audits by a state agency. In other cases independent private accountants or independent municipal auditors are the examiners.

If an independent private auditor is hired, the study recommended that first consideration be given to the qualifications of the auditor, with preference for certified public accountants. Disapproval was expressed of the practice of awarding contracts for audits on a competitive bid basis.

Whatever auditing agency is used, the study suggested that the auditor be responsible for making specific comments and recommendations on any non-conformity of the municipality's accounting practice with procedure prescribed by local statute or charter. The independent auditor, the study said, "should also report any failure of the accounting department to make financial reports required or needed for administrative purposes."

In addition to describing the scope and procedure of a general audit and the work in connection with verification, the study outlined the content of the audit report as made up from statement forms recommended by the Committee.

Represented on the National Committee on Municipal Accounting are nearly a dozen professional accounting and governmental organizations. The audit procedure study was directed by F. H. Elwell, director of the School of Commerce, University of Wisconsin, and T. Coleman Andrews, city comptroller, Richmond, Va.

Economic And Social Security Functions Comprise Bulk Of Recent Federal Expenditures

Expenditures for economic and social security functions during the last few years have replaced those for national defense and military pensions as the bulk outlay of the federal government, an analysis by the Federation of Tax Administrators showed today.

The analysis is based on expenditures in the odd-numbered years of the period 1927-1937, with those of 1915 included for comparison.

In 1915, military expenditures and veterans' pensions comprised 55 per cent of the total disbursements compared with 25 per cent for these purposes in 1937. Although the newer federal functions of relief, social security and financial aid for farms and homes required the largest proportion of expenditure by 1937, this actually represented only 33 per cent of the entire expenditures for that year.

Relief constituted the largest item in the outlay for these new federal functions in 1937, amounting to 19.2 per cent of the total. Large federal grants for individuals in the form of relief do not represent a complete innovation in recent years, however, according to the Federation. Pensions in the past accounted for as great a proportion of total expenditures as the annual relief outlay since 1935.

Aside from military costs and pensions and the social security costs which have played a part since 1931, the largest proportion of expenditures during most of the period was for interest and retirement on the public debt, the analysis showed. In 1915 and 1937, however, expenditures for public improvements topped those for debt interest and retirement charges.

Expenditures for general civil activities, which represented about 25 per cent of the total in 1915, stood approximately at nine per cent in 1937. These activities comprise legislative and executive functions, the department of labor, department of state, the post office and functions of other federal departments not included elsewhere in the analysis.

Michigan Cuts Night Accidents With Roadside Reflectors

A 60 per cent reduction of night accidents in six months with the first installation of a new type of roadside reflector has led the Michigan State Highway Department to make a second installation, the American Public Works Association reported today.

The reflectors were first tried on the Detroit-Lansing highway for a distance of 70 miles. The six-month comparison of the accident record showed a decline in night accidents from 91 to 36 and a decrease in fatalities from 10 to four. The new installation, recently completed, covers a distance of 63 miles between the cities of Monroe and Pontiac.

Lining both sides of the highway and spaced at 100-foot intervals, the reflectors are mounted on standards three feet high. Their uniform spacing, location and height insure direction for the motorist.

Sixteen other states are experimenting with the reflectors. Among the states are Illinois, Ohio, Maryland, California, Kansas, Oregon, Delaware and North Carolina.

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Five States Collect Nearly \$6,000,000 In Four Years From Soft Drink Taxes

Soft drink taxes yielded nearly \$6,000,000 to the five states imposing them during the four-year period of 1934-37, a Federation of Tax Administrators' report showed today. The states are South Carolina, Alabama, Louisiana, Georgia and Tennessee.

In South Carolina, which accounted for 74 per cent of the total, collections of more than one million dollars annually constitute between three and four per cent of all state revenues. This state's tax is one per cent for each five cents of retail price on soft drinks and 76 cents a gallon on soft drink syrups.

In Louisiana, the soft drink tax revenue averages \$250,000 annually or approximately one-half of one per cent of all state revenues. The tax is levied at a rate of one-fourth cent on each five cents of retail price on soft drinks, eight cents per pound on carbonic acid gas, and 20 cents per gallon on soft drink syrups.

Georgia, taxing carbonated water, carbonic acid gas, soft drinks and soft drink syrups, collects about \$60,000 annually. Tennessee and Alabama tax only carbonic acid gas, their annual collections averaging around \$65,000 and \$25,000 respectively.

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FEB 3 1960

Interzone Radio System Links Police Departments In Cross-Country Network

Sixty-seven state and municipal police departments in 22 states are linked together in a police-radio hookup as the result of recent developments in "interzone" police radio communication, the International Association of Chiefs of Police reported today.

The interzone radio network, planned by the Association and the Associated Police Communication Officers and approved by the Federal Communications Commission, provides for speedy transmission of routine messages across the nation without interfering with state and municipal police radio broadcasts, the report said.

Routine interzone messages are transmitted on a higher frequency than that used by local or state police systems, and are sent in code. In emergencies, such as the pursuit of fleeing criminals, the interzone system is used to effect interstate police blockades and to coordinate the work of police in various cities and states.

Under the system, each state usually is designated as a "zone," with each zone operating a station for interzone communications. To relay messages from the higher frequency "code" stations to local "voice" stations, each area has at least one "zone" unit equipped to operate on both frequencies.

Twenty-four interzone radio stations---one to a participating state except in Missouri and Michigan, which have two each---form the links in the cross-country police-radio system. The radio network operates in collaboration with a teletypewriter system which connects eight or more states along the eastern seaboard and in California.

Interzone stations are operated in Olympia, Wash., Portland, Ore., Santa Ana, Calif., Denver, Colo., Clovis, N.M., Houston, Tex., New Orleans, La., Atlanta, Ga., Fort Smith, Ark., Oklahoma City, Okla., Topeka, Kan., Memphis, Tenn., Louisville, Ky., Kansas City and St. Louis, Mo., Des Moines, Ia., Minneapolis, Minn., Milwaukee, Wis., Springfield, Ill., Indianapolis, Ind., Detroit and East Lansing, Mich. State Prison, Columbus, O. and Buffalo, N.Y.

There are at least 52 zone --or relay--stations in operation. Eight are licensed as portable stations, and seven to operate if necessary as interzone stations.

Study To Analyze Cost Accounting As Means Of Measuring Municipal Services

Appointment of a special committee to study the effectiveness of cost accounting as a means of comparing local government costs was announced today by the Municipal Finance Officers' Association through its president, Miner B. Phillipps, city controller of Pasadena, Calif.

The committee, headed by Fred B. Wilson, chief city accountant of St. Paul, Minn., will examine the scope and progress of cost accounting in local governments. Attempts will follow to analyze in which public activities cost accounting can be used and to determine the limitations of the unit cost as a means of measuring governmental service.

"At the present time," according to the Association, "there is no acceptable basis for comparing costs of government between cities or in the same city for different periods of time. Although some pioneer work has been done, particularly in cost accounting for public works, street cleaning and motor equipment, the application has been limited to only a few services in a small number of municipalities."

Tax rates are not a good basis for comparison, the Association points out, since they give no idea as to the quantity or the quality of service performed, nor do they in all cases cover the same jurisdictions.

In addition to Mr. Wilson, members of the Committee on Cost Accounting include: Gustave A. Moe, Boston, director of field staff, Public Administration Service; A.E. Neale, city auditor, Springfield, Mass.; Roy A. Knox, city budget director, Los Angeles, Calif.;

Also: Kenneth Dayton, director of the budget, New York City; Paul E. Senecal, first assistant director of finance, Montreal, Que.; and Arthur C. Meyers, city budget director, St. Louis, Mo.

Minnesota House Employees Put Under Merit System

Personnel, Public - Minn.

Action by the Minnesota House of Representatives to put its employees under the merit system marked the first civil service legislation of 1939, the Civil Service Assembly of the United States and Canada reported today.

The Minnesota House, by resolution, authorized its rules committee to "appoint the stenographic and clerical employees of the 1939 House of Representatives on a basis of the merit and fitness of applicants to fill the positions." Qualifications are to be ascertained by examination. More than 90 employees are included in the order.

Most states with civil service laws exempt legislative employees, according to the Assembly. Wisconsin, however, has for several years applied the merit system to clerical forces in the state legislature.

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Housing - Social aspects

Garden cities - Great Britain

English "Garden City" Developments Show High Health Rating

Lower mortality and disease rates among Great Britain's low income families housed in "garden city" housing projects as compared with the national average were noted today by the National Association of Housing Officials.

Studies of several British housing developments, including Letchworth and Welwyn, garden cities owned privately by corporations, and Wythenshawe, a satellite to Manchester owned by the city government, showed that the project with the highest death rate had four per cent fewer deaths than the national average. The highest garden city mortality rate was also nine per cent lower than that in crowded industrial sections of the larger cities.

The study showed similar comparisons in disease rates. Such diseases as tuberculosis, measles, influenza, and pneumonia were less frequent in the garden city developments than the average for the entire country.

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Fire protection

Police - Admin

Police-Fire Department Cooperation Found In Several Cities

Coordination of police and fire department services to carry on their common function of public safety was reported in several cities today by the American Municipal Association.

In a number of suburban cities, police and fire personnel has been consolidated, according to the Association, while several larger cities have correlated duties of the two departments for specific purposes.

In Wichita, Kans., for example, police assume full responsibility for traffic control at all fires, and police personnel is made available for the investigation of arson cases. On Hallowe'en the Wichita fire department does a policing job in suppressing false alarms, preventing the opening of fire plugs and stopping property damage.

Parkersburg, W. Va. reports fires to cruising police cars via their radios and they go to the scene of the fire to receive orders from the fire chief on rescue, first aid, traffic direction, etc.

St. Paul, Minn. is one of several cities where the police and fire departments maintain rescue squads to answer calls on drownings and asphyxiations.

Among the small suburban cities which have combined police and fire functions to financial advantage the bulletin listed Oakwood, O., Coral Gables, Fla., Shorewood, Wis. and more than a dozen Michigan towns.

In Oakwood the city manager is the active head of the department of safety which is composed of 15 full-time men. Two crews, each made up of a captain, one fireman and three police-firemen, work 24-hour shifts on general police and fire duties, while two police-firemen and a police sergeant are assigned to police duty. All men are equipped with fire department paraphernalia and all men on police duty respond and report to the captain in charge when a fire alarm is sounded.

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Few Minimum Wage Laws Apply To Public Employees

While many states are putting into effect or considering minimum wage and hour laws for employees in private industry, few of them have enacted similar measures for public employees, the Civil Service Assembly of the United States and Canada reported today. In the main, such laws for public employees cover firemen, policemen and public school teachers.

Arizona, Indiana, Montana, Texas and Washington are states with wage and hour regulations on their statute books applying to local or state government employees other than teachers, according to the Assembly. Montana enacted a minimum wage law for policemen in 1935. The other four states enacted their minimum wage legislation in 1937.

At least 21 states have minimum salary laws for public school teachers. Most of these laws were adopted between 1915 and 1924. The minima they establish range from below \$500 a year for inexperienced teachers, in several states, to as much as \$2,200 when the last required salary increase has been granted, in one state.

The Washington minimum salary law established a "low" salary of \$100 per month for state employees. With certain exceptions such as farm labor and student employees, this minimum applies to all employees who have been working for the state on a full-time basis for six months.

The Arizona act, which applies to both police and firemen, and the Texas act, which applies to firemen only, have been upheld in court tests. Arizona's minimum wage law provides a minimum monthly salary of \$180 for these public safety employees in cities of 7,000 or more population.

The constitutionality of Illinois minimum wage legislation for police and firemen, which was also passed in 1937, is yet to be finally determined by the state supreme court.

Minimum wages for public employees may be created in other ways than by legislation specifically designed for the purpose, the Assembly pointed out. Salaries of most county officials, for example, are fixed by state law in about 35 states. In addition, prevailing-rate-of-pay legislation has been enacted in several states applying to employees and laborers on state financed construction projects.

- Kansas
Wichita Police Follow Public Service Careers

Promotion of 12 members of the Wichita, Kans. police department during the past three years marks this mid-western city as outstanding in its provision of a career service for law-enforcement employees, the International City Managers' Association reported today.

During an average service of five and one-half years in Wichita, three of the 12 officers reached the rank of personnel director, two became captains and two, lieutenants. The remaining five attained respective positions as polygraph or "lie detector" operator, accident investigator, desk sergeant, turnkey and fingerprint clerk.

All 12 officers have since moved on to positions in other cities, two of them becoming police chiefs.

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(Promotion, Municipal) *(Public relations)*
Rochester, N.Y. Acquaints Citizens With City By Radio Broadcasts

Rochester, N.Y. citizens are getting better acquainted with local government affairs through a new weekly radio program, "A Day at City Hall," the International City Managers' Association reported today.

The weekly 15-minute broadcasts, from a local radio station, are arranged to come directly from the city hall desks of officials. They are informal, with various officials answering questions frequently asked by citizens.

At the end of the year City Manager Harold W. Baker made his annual report to citizens for the first time via the air. Listeners during a recent blizzard heard how city maintenance gangs were handling the snow removal.

The local board of education has requested that the programs be recorded for use in the social science classes of the public schools.

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FEB 10 1939

Re-Housing Bureaus Aid Low-Income Families In Finding New Homes

The problem of finding suitable dwellings for many families forced, because of slum-clearance, to leave the few localities in which they can afford to live may be solved through operation of re-housing service bureaus, a National Association of Housing Officials survey said today.

Such service bureaus have been established, on either a temporary or permanent basis, in New York City, Toledo, Chicago and other cities. Their chief task, the survey said, is to assist slum dwellers to find new homes which comply at least with minimum standards of health and safety. If possible, the new homes should be more nearly acceptable than the ones vacated.

Work of re-housing service bureaus is of added importance where it is not possible to construct the first few low-rent housing projects on vacant sites to accommodate families displaced later by clearance projects, the survey said. It found that a bureau functioned more effectively if in operation at the time clearance sites are selected, and that it should so locate as to be readily available to families in the area.

A major problem facing most re-housing bureaus involves opposition by property owners and residents near demolition projects to settlement of the slum-dwelling group in their midst, it was pointed out. To facilitate harmonious relationships between these opposing interests, re-housing bureaus in some instances have set up advisory councils composed of representatives of such interested groups as relief agencies, real estate concerns and neighborhood clubs. The Chicago Metropolitan Housing Council sponsored such a council during construction of the Jane Addams low-rent housing project.

The first job of a re-housing bureau is to make an analysis of families to be displaced and of the probable accommodations they will require, the survey said. From this analysis the bureau may be able to determine the size, price and location of vacancies needed. Following a comparison of demand and vacancy lists, individual interviews with slum-dwellers who wish to be assisted in relocating may be held. It was pointed out that all rental negotiations should be directly between the landlord and the prospective tenant.

Police In Many Cities Aid Boys' Club Work To Combat Juvenile Delinquency

Metropolitan police departments in increasing numbers are engaging in boys' work as a major activity in an effort to curb juvenile delinquency, the International Association of Chiefs of Police reported today.

Police activities range from direct supervision of Big Brother leagues, Schoolboy Patrols, Junior G-Men and athletic clubs to close cooperation with such organizations as crime prevention bureaus, Friendly Service clubs and Boy Scout troops.

Police departments of Washington, D.C., San Francisco, Cincinnati and New York City report successful operation of programs for the underprivileged and juvenile delinquent. In Washington, arrests of juveniles under 17 decreased from 354 in 1933 to 92 in 1937 following the establishment of social and athletic clubs. Cincinnati police officials report that not one of 39 delinquent boys turned over in 1936 for rehabilitation has resumed criminal activities.

Cooperation between the courts and police is employed by some cities, such as Norwalk, Conn., where police do away with a first offender's court appearance in an effort to correct and readjust. Here one policeman is detailed to serve as a liaison officer between the department and the courts in juvenile cases.

Other cities, including Wichita, Kan., Saginaw, Mich., Berkeley, Calif., Los Angeles, Calif., Detroit, Mich., Columbus, O., Indianapolis, Ind., Portland, Ore., Denver, Colo. and Philadelphia, Pa., cooperate with social and civic organizations in operating crime prevention bureaus. In these cities, also, police departments detail officers to coordinate relations between police departments and the bureaus.

Detroit, Mich., Cleveland, O., Buffalo, N.Y. and Bridgeport, Conn. police forces recently organized Boy Scout troops to assist in regulating activities of delinquents and underprivileged youths. Bridgeport, in addition, gave 22 "rookie" policemen special training in contact work with the youth of the city. Vancouver, B.C. has established an honor organization---the Junior G-Men---among all the city's children, both boys and girls, whether delinquent or not.

Other organizations for suppression of juvenile delinquency include Philadelphia's Crime Prevention Association, which helped reduce the number of juvenile arrests from 11,656 in 1932 to 6,500 in 1936; Los Angeles' Coordinating Council, which coordinates work of various groups in juvenile fields; and Juvenile Divisions of the Saginaw, Mich., and Berkeley, Calif. police departments.

Small Cities Plan Retirement Systems For Public Employees

1 Pension

Increased attention of small cities to retirement plans for their employees may result in a large addition to the total number of public employees covered by retirement benefits within the near future, information from the Municipal Finance Officers' Association showed today.

Because many small cities do not have a sufficient number of employees to set up sound and economical retirement systems individually, municipalities of several states are seeking inclusion in retirement plans for state employees which are administered by the state, or in state-wide plans administered by joint boards selected by the participating cities and their employees.

Most actuaries believe that at least 100 members are essential to safely spread the insurance risk of a retirement plan, and many declare that from 300 to 400 participants are necessary if such a plan also includes payment of disability benefits, the Association pointed out.

Only three states--New York, New Jersey and Ohio--at present permit local governments to participate in their state employee retirement systems. At least five other states are considering similar moves, while two more states are studying systems in which local governments would participate jointly, separate from any state employees' system.

The Ohio Public Employees' Retirement System, which became effective July 1, 1938, is mandatory, covering approximately 50,000 employees of the state and all its political subdivisions. In New York, where local governing bodies have the option of participating in the state plan, approximately 30,000 employees in more than 300 political subdivisions are included in the state system.

Nearly one-half the employees of cities over 10,000 population are covered by retirement plans, according to the Association, while only a small percentage of employees in cities under 10,000 are included. Public school teachers in 29 states are covered by state-wide retirement systems. Teachers in 26 cities in other states are included in local teacher retirement systems. In addition, there are more than 500,000 employees in the classified federal service under the federal retirement system, and state employees are included in retirement systems in California, Connecticut, Maine, Maryland, Massachusetts, Minnesota, New Jersey, New York, Pennsylvania and Rhode Island.

Business - Natchez
Natchez, Miss. Builds \$300,000 Factory Under State Industrial Promotion Program

The opening Mar. 1 of an automobile tire factory built by the city of Natchez, Miss. will mark the latest development in Mississippi's program to "balance agriculture with industry," it was reported today to the International City Managers' Association.

Construction of the new Natchez factory, warehouse and offices was financed by a \$300,000 municipal bond issue, and the plant leased to a private manufacturer. The city also provided water, sewerage and road facilities. The corporation leasing the factory agreed to install at least \$500,000 worth of equipment, insure the plant, and keep it in good repair. The corporation is to pay \$50 a month rent for a period of five years. At the end of the five-year lease period it may purchase the plant, which then goes on the tax rolls.

The factory promises a \$2,500,000 payroll for the five-year period, exclusive of executive salaries, with the proviso for a 10 per cent payment to the city on any deficiencies in the payroll. The plant will supply the municipality with tires for city-owned automobiles.

Municipalities in other states have within recent years offered tax exemption and other inducements to secure industries, the Association pointed out, but Mississippi cities are the first authorized to finance directly. This financing of industrial construction by local governments was authorized in a state law passed in 1936. Since that time eight Mississippi cities have voted bonds totaling \$542,000 for this purpose.

The financing is regulated by the Mississippi Industrial Commission, which has the power to investigate the financial standing, labor record and public policy of each industry seeking the cities' aid and to refuse it when necessary. Twenty per cent of a locality's electors must sign the petition for the plant and two-thirds of the voters must approve the bond issue after it is sanctioned by the commission. Under terms of the law, if the municipality itself desires to operate a factory, the commission must determine that it is "well conceived, has a reasonable prospect of success, will relieve unemployment or will add materially to the financial and business interest of the municipality."

The tire factory is Natchez' second venture under the industrial program. A garment factory built with funds raised by popular subscription has been in operation for a year and a half and now employs 300 workers. Other Mississippi municipalities that have voted bonds to construct new industrial plants include Amory, Durant, Grenada, Newton, Terry, Union and Winona.

Firemen - Selection

Modern Firefighting Methods Create Need For Scientific Recruitment Plan

Modern firefighting methods, characterized by extensive use of machinery and routine, have resulted in a need for scientific programs to select firemen from the best qualified persons available, a Public Administration Service study said today.

Although cities wishing to increase the efficiency of their fire departments usually go about it by purchasing improved apparatus and machinery, scientific programs have been developed to select fire department recruits by measuring the qualities which make good firemen, the study declared.

A modern recruitment program involving five "essential steps" in selecting recruits may be followed by a city desiring to establish its firefighting service on a professional career basis, the study said. These steps are:

1--An active search for the best qualified persons available for the firefighting job and encouragement for them to compete for appointment.

2--Rejection, without examination, of candidates who clearly fail to meet established standards of age, physical condition and schooling.

3--Testing candidates who meet these minimum standards for intelligence, aptitude and skill.

4--Investigation of the character of candidates by asking for information from former employers and others familiar with their records and ability as to their employment and training, history, integrity and general reputation.

5--Provisions for a probationary, or working test period as a final check of the recruit's fitness for the firefighter's job before permanent appointment.

Many cities have adequate machinery for handling such a recruitment program in a civil service or central personnel agency, according to the study. Where such an agency exists its services should be utilized in order to avoid duplication and to get the benefit of service of trained personnel technicians, even if civil service has not been formally extended to cover the fire service.

Failure to use scientific methods in effort to raise fire department personnel standards has been due in the past to a lack of successful devices for measuring qualities which make good firemen, it was pointed out. Now municipal authorities are emphasizing that advantage may be taken of new testing methods.

Tax Instalments Popular Payment Plan In 75 Per Cent Of Cities

Less than one-fourth of the larger cities in the United States now require payment of local property taxes in one lump sum, information from the Municipal Finance Officers' Association showed today.

Semi-annual collections are the most frequent plan of payment, approximately one-half the cities of more than 30,000 population gathering their taxes in two instalments. A substantial number are collecting in three or four instalments, while 16 permit payment in 10 or 12. Among Canadian cities of comparable size seven of 18 cities still collect in one instalment, while the balance are pretty evenly distributed among collections in two, three, four and five payments.

The trend toward payment of taxes in several instalments has been continuous during the past eight or nine years, according to the Association, and was directly promoted by the depression. In 1931, for example, only one city in a reporting group of 300 permitted quarterly payments. By 1934 the number had increased to 29 and in 1938 approximately 50 cities followed the practice.

* * *

At Least Eight Cities Collect Cigarette Taxes

At least eight cities, including New York City, Kansas City, Mo. and six Florida municipalities, levy municipal cigarette taxes, the Federation of Tax Administrators reported today. Florida cities collecting the tax are Pensacola, Panama City, DeFuniak Springs, Marianna, Okeechobee and Wewahitcha.

New York City reported that its tax of one cent a package yielded more than \$4,000,000 in the first five months of the 1938-39 fiscal year. Recent estimates are that the yield will average approximately \$10,000,000 annually. The tax was extended last December to July 1, 1939.

* * *

Taxation
Tax Exemption Policies On Institutions Show Wide Variation Among States

Need for clearer and more consistent definition of tax-exempt property held by religious, educational, charitable and other institutions was declared by the National Association of Assessing Officers today upon completion of a survey on institutional exemptions.

"Although it is a general rule of law that statutes granting exemption are to be strictly construed," the survey said, "the language of the statutes is so ambiguous, so subject to varied interpretation and frequently unclarified by judicial decision that both local and state assessors face a nearly impossible task in deciding which institutions should go on the tax rolls."

These difficulties have probably resulted in the omission of large amounts of property never intended to be exempted by the legislatures enacting the statutes, according to the survey.

Tests employed in various states to determine the taxable status of institutional property include those for use, ownership, profit, private profit and occupancy, according to the survey. All states grant some type of institutional exemption.

Most common is the use test, which grants tax immunity if the property is used for religious, educational or charitable purposes. Alabama, Colorado, Missouri and Pennsylvania are among states making this the sole test for exemption.

Under the ownership test, property owned by an institution is exempt from taxation without regard for use. Although this is seldom the sole test for exemption, according to the survey, ownership and use tests are combined in such states as Connecticut, Indiana, Massachusetts, New York and Tennessee.

The profits test, applied generally by New Jersey, Virginia, Wisconsin and several other states, requires that the income from institutional property be equal to or less than the expenses of operation. In New Jersey, Virginia and Wisconsin institutional property must meet use, ownership and profits tests to go tax free.

The private profits test, found in Connecticut, New York, Tennessee and several other states, requires that any excess of income over expenses be used for expansion of the legitimate activities of the organization and not for private gain.

A few states, according to the survey, employ the occupancy test, which requires that the property be occupied by the institution to be exempt.

Insurance, Unemployment

Personnel Remains Biggest Problem Of State Unemployment Compensation Work, Survey Shows

The 23 states which have just concluded their first full year of benefit payments under unemployment compensation laws "did on the whole a creditable piece of work," an analysis by the Committee on Social Security of the Social Science Research Council showed today.

The study of current problems and procedures of unemployment compensation pointed out that "personnel remains the greatest single problem" of the state services.

"Even in those states which have made the most progress in establishing the personnel procedures recommended by the Social Security Board," the report said, "there is no certainty that these procedures will continue effective unless the state government adopts a permanent and comprehensive civil service system or the Board is given authority to compel the state agency to use the merit system under Board supervision."

More than 38,000,000 benefit checks totaling over \$396,000,000 were issued by the 23 states which "paid out" through their unemployment compensation systems for the full year and the eight others initiating payments later in 1938. Approximately 20,000,000 workers were covered in these states. Checks to unemployed workers varied in amounts from a few cents to \$16 per week, averaging around \$11.

The cost of administering unemployment compensation and the correlated employment service in the 23 states for the first six months of 1938 was \$24,718,881. The average cost of administration per covered worker in this period was \$1.59. The total cost equalled slightly more than 11 per cent of the \$222,700,000 paid into the unemployment compensation funds of these states during the period.

Although several states began paying benefits within little more than one year after contributions were first collected, administrative difficulties proved "less than was anticipated by many informed persons," the study found.

One of the chief difficulties was the unexpected load of claims presented immediately when the laws went into effect, owing to the current business recession. In addition to the shortage of trained personnel, lack of experience with administration of unemployment compensation provisions and complexity of the laws were handicaps.

During the current year, the study said, states will be occupied in strengthening their collection and wage-reporting procedures and in simplifying the "bookkeeping" of their systems.

The Committee's report, made under direction of Paul Webbink, was issued by Public Administration Service.

Bills To Legalize Gambling Devices Introduced In Eleven State Legislatures

Proposals to license or legalize gambling devices of one type or another are under consideration by legislators of at least 11 states, information from the Council of State Governments showed today.

The proposals range from bills to license or legalize slot machines in Montana, New Mexico, Massachusetts, Arkansas, Connecticut and California to proposals to legalize lotteries in Montana, Colorado, Pennsylvania, Washington and Connecticut.

Montana tops the list of states in the number of gambling bills pending before the legislature. Eleven bills have been introduced designed to provide for licensing of gambling, slot machines, games of chance, gambling houses, gambling devices and lotteries.

California's legislature is considering a proposal to license slot machines. This proposal would impose a state tax of one-half the profits from such machines.

A slot machine bill before the Connecticut legislature would license such machines at \$25 each per year, while Minnesota's legislature is considering a bill to tax pin ball games at \$100 each.

Oregon's legislature has up for consideration a bill designed to license "coin operated" machines for the purpose of providing revenue for the state old age pensions.

Lottery bills pending before the Pennsylvania legislature would provide for state, and town and city lotteries. Three bills before the Colorado legislature would legalize state lotteries, while in Washington a house joint resolution advocates a constitutional amendment to permit the legislature to legalize lotteries.

A proposal before Massachusetts' legislature seeks to license handbooks and numbers' pools. Massachusetts along with 18 other states already has legalized pari-mutuel betting at race tracks, but none have legalized "bookies."

Cities Save With Central Equipment Divisions

Mun. vehicles, equipment

Special equipment divisions which centralize the purchase and maintenance of municipal motor vehicles are saving money for several cities, according to a study of municipal public works procedures issued by Public Administration Service today. Donald C. Stone, executive director, prepared the study.

Among the cities taking steps toward special management for their "rolling stock" are Cincinnati, O., Minneapolis, Minn., Milwaukee, Wis., Louisville, Ky., Charlotte, N.C., Troy, N.Y., Saginaw, Mich. and Kenosha, Wis.

Under a completely centralized equipment division, according to the study, operating departments rent the equipment, with or without drivers, from the equipment division exactly as they would hire it from outside contractors. Even taxi service is supplied on a time and mileage basis in cases where cities have given up the practice of furnishing employees with city-owned automobiles for work.

Departmental officials requisition equipment as needed from a dispatcher in the equipment division who keeps continuous tab on all assignments. Refuse-collection vehicles, police patrol cars and other equipment used regularly on the same kind of work are permanently assigned to the departments using them.

The rental rate set by the central equipment division on each piece of machinery covers all operation expense including gasoline, oil, maintenance, depreciation, storage and division overhead. Departments pay by the month for services rendered and have a hand in recommending replacements and additional equipment.

Individual records analyzing the cost of each piece of city-owned motor equipment are kept by these central divisions. In providing a cost record of the operating details of each vehicle by the year, such a system enables a check-up on the efficiency of machinery.

About 50 cities are now using standard forms for this purpose, according to the study. The forms show monthly tabulations of gas and oil tickets, mechanics' time on repair jobs, parts requisitioned and outside repair invoices. Once a year an inventory is made of all rolling equipment.

* * *

States Show Trend Toward Expanded Police Agencies

Police, States

States show a current trend toward expanded state police forces for the purpose of increasing highway patrol and adding some criminal pursuit duties, information from the International Association of Chiefs of Police indicated today.

During the past year at least four states--Connecticut, Indiana, Michigan and Ohio--added from 20 to 200 officers to their state police agencies. In at least four other states--Illinois, Iowa, Minnesota and Utah--bills have been introduced in 1939 legislative sessions which would widen the scope of, or enlarge appropriations for, state police departments.

Every state except Florida and Wisconsin has some type of state police agency, according to the Association. Thirty-two states give full police powers to the highway officers, while in eight states they enforce motor vehicle laws only. In the other six states their police power is limited.

The number of police in service ranges from five, in Nevada, to 1,501, in Pennsylvania, which has one state policeman for every 6,706 people. Of the smaller states, Delaware has the most patrolmen per population, having one to every 2,844 inhabitants. Fourteen states have one state police officer for every 10,000 population.

State police patrols in Rhode Island and Kansas are among those which have shown effective results in traffic fatality reductions, the Association noted.

Rhode Island, which has operated a Division of State Police for more than 13 years, for the past decade has shown a downward trend in highway fatalities while the national accident death rate was mounting. The 1938 fatality figure for Rhode Island was 27, a record low for the state and a reduction of 37.2 per cent below the 1937 figure.

Kansas began operation of its highway patrol July 1, 1937, and the record for that year showed a decrease of 11 per cent in accident fatalities under the figure for 1936, while the number of fatal accidents in which trucks figured was reduced almost 50 per cent.

Public Welfare - Medical

Louisiana State Hospital Plan Includes Dental, Other Clinics For Needy

A total of 40,295 persons have received free hospital or free dental care under the Louisiana state plan for hospital care of the needy which has operated for the past year and a half, the American Public Welfare Association reported today.

Six state-built hospitals are administered by the State Hospital Board, which has also arranged to pay private hospitals to care for cases too distant from the state institutions. In addition to hospitalization, the state-owned hospitals provide out-patient clinics to serve those not in need of institutional care, offer crippled children's services, supply prenatal and postnatal care, and make social disease tests.

A fleet of 12 trailers forms a mobile dental clinic that brings dental treatment to every needy citizen in the state.

The state-supported dental and hospital treatment is financed by partial proceeds of a one per cent public welfare revenue tax, according to the Association.

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Local Governments Of Seven States Get Refunds On All Gasoline Taxes

Of the 36 states granting tax refunds of exemptions on municipal gasoline purchases, seven refund tax payments on gasoline used for all purposes, the Federation of Tax Administrators said today. The remaining 12 states make no exemptions or refunds.

All gasoline taxes paid by local governments are refunded in Colorado, Delaware, Michigan, Montana, New Jersey, West Virginia and New York, the Federation said. States making no refunds or exemptions include Alabama, Florida, Georgia, Kentucky, Louisiana, Nebraska, Pennsylvania, South Carolina, Tennessee, Utah, Vermont and Wyoming.

In the remaining 29 states, the law allows for granting of refunds only when gasoline is purchased for non-highway purposes, such as heating, lighting, cleaning and dyeing, and operation of stationary gas engines.

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Police Of "World's Fair" Cities Prepared To Meet Traffic Problems

Anticipating a record crowd of visitors during the summer vacation months, police departments of San Francisco and New York have marshalled their most experienced personnel to meet the traffic and crime problems at the Golden Gate International Exposition and the World's Fair, the International Association of Chiefs of Police said today.

At the Golden Gate Exposition already under way on Treasure Island, San Francisco, police face the problem of handling traffic at the Golden Gate Bridge, the only roadway to the island, and through the other bay cities where ferry slips to the island are located. To meet this situation, San Francisco operates a Treasure Island police department of between 300 and 500 men. This force directs traffic once it has reached the island and informs visitors as to location of buildings and exhibits. It also operates missing persons and lost property bureaus, a radio and teletype communications system, and criminal identification departments.

The major traffic problem, however, lies in directing thousands of visitors--mostly strangers--through the many bay region cities to the bridge approaches and ferry slips. To facilitate this, and to apprehend criminals before they reach the Island, there is in operation a police network enforced by city and county police departments around the bay and coordinated under a Bay Metropolitan Area Coordinating Committee. Here the ability to quickly inform motorists of the best approach to the Island, and the vigilance of police in preventing criminals from entering the island is of prime importance.

New York World's Fair officials believe traffic problems will overshadow detection and prosecution of criminals because transportation facilities--train, subway, bus and automobile--will pour 250,000 persons into the fair area in a single peak hour, the Association said. They estimate that here, as at San Francisco's Exposition, more than 95 per cent of the visitors will be wholly unfamiliar with their surroundings, creating a special problem in that policemen must be acquainted with hundreds of buildings and thousands of exhibits. And as in San Francisco, the problem of pickpockets, confidence men and other criminals must be met.

New York has set up special police headquarters on the World's Fair site. One thousand policemen will be quartered in the headquarters while on duty. Radio and teletype systems, and criminal identification departments will be operated directly from the fair grounds. The fair will be patrolled on foot, horseback and motorcycle, in patrol cars, emergency trucks and by airplane if necessary.

State Taxes On Intangibles Receive New Consideration

Increased tax exemption of intangibles and modification of the general property tax as applied to these holdings are proposed in current legislative sessions and commission reports in several states, the National Association of Assessing Officers noted today.

In at least three states--Minnesota, Ohio and Oregon--there are moves to reduce or give tax preference to this type of property. A Minnesota proposal would exempt the first \$2,000 of the taxpayer's intangibles. Oregon, now levying a flat-rate annual tax on income from these sources, considers repealing the tax on all incomes received after Dec. 31, 1938. An Ohio proposal would eliminate the tax return on intangibles when the tax bill is under \$2.00.

Special tax study commissions reporting in New Jersey and Michigan recommend abandonment of the general property tax on intangibles for these states.

Present state laws and policies show great variance in the taxation of intangibles, according to an Association survey.

Ten states, including California, Washington, Arizona, Wisconsin, Mississippi, New York and Delaware, exempt practically all intangibles from property taxation. Another ten states--Arkansas, Illinois, Maine, Michigan, Missouri, Nevada, New Jersey, New Mexico, Texas and Wyoming--impose general property taxes on most types of intangibles. The remaining 28 states reach intangibles by means of some special tax, either on capital value or income. Special taxes on income from intangibles apply in Colorado, Massachusetts, New Hampshire, Ohio, Oregon, South Carolina, Tennessee and Vermont.

Special taxes on intangibles are usually levied at a flat rate which is uniform throughout the state. Four types of variations from this generalization, however, are noted by the Association. Variation in the intangible property tax rate from one tax district to another occurs in the 10 general property tax states and in Louisiana, Montana and West Virginia. Tax rate variations from year to year occur in the same thirteen states, and also in New Hampshire, where the rate of tax on interest and dividend income is computed as the average general property tax rate for the state. Variation in rates as between types of intangibles is found in ten states--Alabama, Florida, Georgia, Kentucky, Nebraska, North Dakota, Oklahoma, Pennsylvania, Tennessee and Virginia. Nebraska, for example, taxes money at a rate of \$2.50 per \$1,000 and other intangibles at \$8 per \$1,000.

The average rate of special intangibles taxes on capital value is approximately \$3.67 per \$1,000, and the average rate on income, around five per cent. Highest of the special tax rates are found in Pennsylvania, where some intangibles are taxed at \$8 per \$1,000 capital value, and Oregon, where the tax is eight per cent on income from intangibles.

Civil Service Commissions Attempt To Improve Oral Interviews

Civil service commissions in several jurisdictions report special effort to improve oral interviews for the selection of public employees, the Civil Service Assembly of the United States and Canada said today. Purpose of the orals is to measure more accurately those personality traits and other factors which cannot be satisfactorily gauged by written examinations alone.

When the Employment Board of the Pennsylvania Department of Public Assistance last year interviewed 33,000 applicants for 5,000 civil service positions in the department of public assistance, 800 social workers, personnel technicians and private citizens served as examiners, without pay. The Board supplied examiners in advance with specifications on the positions for which they were to interview. The examiners were acquainted with their duties and the purposes and procedures, before each oral test. Interviewers held "rehearsals" to test their facility in phrasing questions, evaluating evidence and recording ratings.

Among local governments which use citizens as interviewers are Alameda and Los Angeles counties in California and Milwaukee county in Wisconsin.

The Alameda County Civil Service Commission recently reported that over an 11-year period, 2,000 citizens served on oral examination boards. The Commission considers the practice valuable in stimulating interest in the merit system. In Los Angeles county, the local medical, bar and social work organizations assist in conducting oral examinations in their special fields and recently appointed standing committees on civil service for the purpose.

New York City, Glendale, Calif. and the United States government during the past year used for the first time an electrical recording apparatus to transcribe oral interviews. These records, made in a room adjacent to the examining room, can play back any part of the interview the examiner wishes to hear again in order to decide the rating.

Successful Spring Cleanup Campaigns Depend On Organization

The success or failure of annual "Spring Cleanup Week" campaigns, which soon will be under way in scores of American cities, depends on the organization of citizens to participate as well as organization of city cleanup forces, the American Public Works Association said today.

While a few cities, including New York City, Pittsburgh, Pa. and Memphis, Tenn., have permanent organizations to function during such campaigns, many cities find that with the approach of April and May they are unprepared to carry out such a task effectively, the Association said.

In many instances, Spring Cleanup weeks serve as the springboard for continued cleanup activities for the rest of the year. For this reason, the Association said, extra effort is applied to make a clean sweep of rubbish and ashes accumulated during the winter months; and for cleansing streets of dirt, and of cinders and sand placed there for safety purposes.

Most cities sponsoring successful cleanup weeks begin operating their campaigns a month or six weeks in advance, it was pointed out. During this period many cities organize school and neighborhood cleanup groups and advertise the campaign through newspapers, theaters and radio to educate citizens in methods and cooperation and to encourage sympathetic support.

At the same time the city organizes its collection and transportation facilities. In the school cleanup organizations, groups of school children have been delegated to carry instructions to the various homes as to separation of refuse, placement for pickups, and collection schedules and dates.

The actual task of collecting and disposing of waste and rubbish will fall in most instances to such municipal departments as street cleaning and park boards, the Association said. If this is the case, these departments must work out separation and collection schedules and coordinate employee and trucking facilities of the city for extra-heavy duty during cleanup week. Provisions must be made for additional employees and trucks if needed.

Once these various activities are put into efficient operating order by a general coordinating committee, the major portion of the job is done, the Association said. If organization and cooperation have been efficient, the actual collection activities may be considered of minor importance to the campaign as a whole.

Welfare-Housing Committee To Study Shelter For Families Given Public Assistance

Appointment of a Joint Committee on Welfare and Housing Policies to study the correlation of public housing and public welfare activities, particularly the housing of families on relief, was announced today by the American Public Welfare Association and the National Association of Housing Officials.

The committee has been asked to examine the administration of housing and relief programs for contradictions, omissions and conflicts. Among such contradictions was cited payment of rentals for relief clients forced to live in substandard housing for lack of better accommodations. An attempt will be made by the committee to define more clearly the respective responsibilities of welfare and housing agencies in providing shelter for families of low income.

Experiments in low-cost construction for residence of such families tried in Fort Wayne, Ind., Detroit, Mich. and Los Angeles County, Calif. will be analyzed in the study.

Abraham Goldfeld, manager of Lavanburg Homes, private low-cost housing project in New York City, will prepare a preliminary report for the committee on current practices in housing families given public assistance, the Associations said. Following the report's approval by the committee, a conference of 50 housing and welfare administrators will be called to go over the findings.

Members of the committee appointed by the American Public Welfare Association include: Richard R. Foster, director, New Orleans Department of Public Welfare, chairman; I. M. Brandjord, administrator, Montana State Department of Public Welfare; Benjamin Glassberg, superintendent, Milwaukee Department of Outdoor Relief; Miss Dorothy C. Kahn, research associate, American Association of Schools of Social Work; Lamar Murdaugh, assistant attorney-general, legal division, Georgia State Department of Public Welfare; Calvin J. Nichols, staff assistant, Washington State Department of Social Security; and Frederick C. Walcott, Connecticut State Commissioner of Welfare.

Those appointed by the National Association of Housing Officials are: John Ihlder, executive officer, Alley Dwelling Authority for the District of Columbia; Leon H. Keyserling, deputy administrator and general counsel, United States Housing Authority; Miss Gladys A. LaFetra, vice-chairman, Committee on Relocation of Tenants, Citizens' Housing Council of New York; Bleecker Marquette, consultant, Cincinnati Metropolitan Housing Authority; Sidney T. Strickland, member, Massachusetts State Board of Housing; and Dr. Edith Elmer Wood, former member, New Jersey State Housing Authority.

Fresno, Calif. Waste Disposal Department Profits \$74,000 In Four Years

Operation of a waste disposal department by the city of Fresno, Calif., has shown a profit of \$74,000 in the four years in which household rubbish and garbage have been collected as a municipal activity, a report to the International City Managers' Association said today.

Collection rates charged by the city are among the lowest in the state, according to the report. Rates are 45 cents a month for one collection weekly of a 30-gallon can and 80 cents for two collections weekly of a 30-gallon can. Business houses requiring more frequent collections are charged on a sliding scale. Unlimited collection is made of grass, shrub and tree trimmings once or twice a month, according to which weekly service the customer purchases.

When the city took over collection service in 1934, there were 8,500 customers. At the end of 1938 there were more than 13,500 customers, all equipment and machinery including 12 trucks had been paid for out of the first year's income, and \$28,000 had been turned into the general fund toward reduction of taxes.

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Dallas Finds Taxicab Franchise Success In First Year

Successful operation of a taxicab franchise which classifies cabs as public utilities subject to special regulation, was reported by Dallas, Tex. to the International City Managers' Association today.

The franchise agreement was inaugurated in January, 1938, as a means of curbing labor disputes, price wars and excessive cruising that existed because of the competition among the several local cab companies.

Drawn up by the cab companies themselves, the franchise contains provisions regulating cruising practices, insures collection of passenger damage judgments by requiring \$10,000 liability bond, and stipulates that the Supervisor of Public Utilities is to recommend rules, rates and other regulations.

The ordinance also levies a 4 per cent tax on gross receipts of the cab companies, after drivers' wages are deducted. In the first year of its operation the tax netted the city \$17,545.33 from 200 cabs joined in the holding company which was granted the franchise.

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State Auditing, Accounting Improvements Urged By Governors

Recommendations for changes in auditing and accounting systems, as proposed by governors of at least 18 states, are under consideration by state legislatures, according to a survey by the National Association of State Auditors, Comptrollers and Treasurers.

Presented in inaugural and legislative messages, the proposals recommend in many instances establishment of standard or uniform auditing and accounting systems, and consolidations of fiscal departments and procedures to eliminate duplications.

In recommending a uniform system of periodic auditing, Gov. Raymond E. Baldwin of Connecticut urged that it be established on a state-wide basis to include counties, cities and towns. Gov. Ralph L. Carr of Colorado submitted for legislative consideration proposals based on the conclusion that "appreciable sums of money might be saved by establishment of a standard system of accounting for all the various departments and agencies."

Gov. A. C. Bottolfson of Idaho submitted a proposal to simplify the state auditing system by consolidating into one department the budget and claims bureaus, and the bureau of public accounts. Over this department, he said, should be placed a comptroller responsible for checking all claims and disbursements.

North Dakota's legislature, upon recommendation of Gov. John Moses, may provide for a commission to be appointed by the governor to arrange "a suitable system of accounting, reporting, auditing and budgeting for the various state departments, institutions and political subdivisions."

Continuous audits of all state activities were recommended by Gov. Henry H. Blood of Utah. Gov. Frank D. Fitzgerald of Michigan, noting that the state treasurer, auditor general and central accounting department all keep books, recommended the return of all accounting to the auditor general.

Gov. Harold E. Stassen of Minnesota has requested that the state comptroller, in addition to present duties, receive definite powers of pre-audit and control of expenditures. This department also should have charge of installing modern bookkeeping methods, the governor said.

Other governors' proposals for revisions in fiscal procedures include: Wyoming--combine all tax collection agencies into one department; Arizona--provide for an independent post-audit of all public agencies; Vermont--abolish the department of finance and transfer pre-audit duties of the deputy commissioner of finance to the auditor's office; Rhode Island--place relief on a pay-as-you-go basis through departmental reorganization; Ohio--establish an inventory system for state-owned automobiles.

Alabama First To Adopt State Civil Service In 1939

Alabama has gone on record as the first state to adopt civil service in 1939, with legislative approval of an act that puts approximately 4,000 employees under the merit system, the Civil Service Assembly of the United States and Canada reported today. The bill was an administration measure of Governor Frank Dixon.

Legislatures of 17 other states are considering merit system proposals at present, for either state or local governments.

In Minnesota a state civil service bill has passed the lower house by a vote of 98-28. Rhode Island's senate has given unanimous approval of a similar measure, and North Dakota's senate has also approved a civil service bill. In Oklahoma, where a bill has been introduced in both branches of the legislature, a house committee has reported it out favorably.

Other merit system bills have been introduced in one or both houses of the following legislatures: Arizona, Georgia, Indiana, Iowa, Kansas, Nebraska, New Hampshire, New Mexico, Oklahoma, Oregon, Pennsylvania, Texas, Utah and Washington.

The new Alabama law, according to the Assembly, will establish a broad personnel program covering all state departments. It includes a position-classification plan, a salary and wage schedule based on equal pay for equal work, systematized promotions and transfers, and in-service training of employees.

Alabama becomes the fourteenth state in the country with a formal merit system law. Other states in the group include Tennessee, Connecticut, Maine and Michigan, which enacted merit system laws in 1937, and California, Colorado, New York, Massachusetts, Wisconsin, Illinois, New Jersey, Ohio and Maryland.

Citizen Committees Report Traffic Law Violations In Twenty Cities

Citizen committees in about 20 cities are aiding police and traffic safety departments in accident prevention work by reporting traffic law violations, information from the International Association of Chiefs of Police showed today.

Selected citizens in these cities report violations of traffic ordinances. The police then notify the motorist through "cooperation cards," calling attention to the violation and asking his cooperation in reducing accidents. Reporting committees, usually secret organizations, are sponsored by chiefs of police or civic groups, such as the Chamber of Commerce. Membership of the committees ranges from 22 in Erie, Pa. to 500 in Pittsburgh.

Cities sponsoring the citizen committees and issuing cooperation cards include: Pittsburgh, Erie and York, Pa.; Lockport, Syracuse and Schenectady, N.Y.; Grand Rapids and Detroit, Mich.; Seattle, Wash.; Omaha, Neb.; and St. Louis, Mo. In most cities only violations involving moving cars, such as reckless driving and running through stop lights, are reported.

In most cities using the citizen reporting system, motorists are not singled out for special attention unless they receive three cards within a six-months' period, the Association reported. Civic groups sponsoring the reporting organization usually submit a motorist's name to the police if three violations have been reported against him within a year.

A gradual decline in accidents is reported by most of the cities since the reporting committees were formed. Cities have found committee-police cooperation a success when committees reporting violations are carefully selected and cards to motorists are issued promptly, the Association reported.

The number of violations reported by the Dallas "T-Men" organization, members of which are selected from the various civic clubs, range up to 1,000 a month. The "Traffic Safety Observers" of Pittsburgh report between 400 and 500 violations monthly.

Dallas reported that through its reporting system the city is able to make a direct contact with a traffic violator and isolate persistent violators for special attention, determine which commercial vehicles or fleets are evidently not receiving safety education, locate sections of town in which violations are occurring, and make every citizen conscious of the fact his actions are being observed so he will exercise care and caution even if a police officer is not present.

Cities Re-Make Codes To Fit Modern Conditions

Saginaw, Mich. and Chicago, Ill. have joined the growing list of cities which are modernizing their municipal codes to make their laws more intelligible and to eliminate the ordinances which are out of date, the International City Managers' Association reported today.

New York City revised its code a year ago, to restate the local laws in harmony with provisions of its new charter. Several other cities, including Wheeling, W.Va., have confined their revisions to enactment of administrative ordinances or codes which bring departmental organization into line with modern practice. In states such as Montana, Oregon, North Dakota and North Carolina, state municipal leagues, aided by the Works Progress Administration, are assisting many small cities in similar projects.

Saginaw's new code, which weighs less than one pound, has been limited to four actual ordinances. These include: the administrative code, establishing department organization as authorized by a newly adopted charter; the general code; the code for building, plumbing and electrical installations; and the zoning code. To reduce bulk and make the ordinances more understandable, the revision eliminated excessive legal terminology, deleted state laws applying to the city except by reference, and omitted other sections subject to frequent change.

Printed in loose-leaf form, the Saginaw code hereafter can be changed in part without necessitating complete reprinting. Supplementary rules and regulations passed by the council will be mimeographed and distributed to persons affected. The new code grants the city manager authority to issue administrative regulations on such matters as personnel, purchasing and other functions, without passage of new ordinances.

The Chicago code revision is under direction of the corporation counsel, who found when he took office in 1931 that two-thirds of the old code was no longer valid. All sections of the city law have been examined in the revision and checked with department heads for omissions, duplications and inconsistencies. If the present plan to publish the code in loose-leaf form is followed, Chicago will be the largest city in the country to follow this time-and-money-saving device.

Cities Increase Budget Proportions For Welfare 15 Per Cent Over 20-Year Period

A steady rise in the proportion of municipal expenditures for health, hospitals and other welfare purposes during the past 20 years, with diminishing percentages for other public services, was shown in an analysis of expenditures of the country's 94 large cities by the Federation of Tax Administrators today.

These cities spent almost 25 per cent of their budgets in 1937 (latest available figures) for health and welfare purposes. This represented more than a 15 per cent increase over the proportion of similar expenditures in 1929, when the percentage stood at 9.4. Proportions for intervening years were 12.3 per cent, in 1931; 19.2 per cent in 1933; and 21.2 per cent in 1935.

While the amounts spent for health and welfare purposes were increasing, the percentage spent on highways dropped approximately 55 per cent--from 11.1 per cent in 1915 to 5.1 per cent in 1937. Portions of municipal budgets devoted to education were approximately the same in 1937 as in 1915, both being about 30 per cent. The 1937 percentage, however, was a decided decrease from that of 1925, when the cities made 37.2 per cent of their expenditures for education.

The proportion of total revenue spent for public safety--police and fire protection and inspection services--declined from 1915 to 1937, the study showed. In 1915 these services accounted for 22 per cent; in 1937, for a little more than 16 per cent.

Expenditures for recreation dropped from 3.9 to 2.7 per cent over the two decades. Sanitation expenses decreased from 7.9 to 5.1 per cent. Percentages for general government went down from 11.9 to 8.1 per cent.

Outlay for miscellaneous services rose from 3.6 to 7.9 per cent within the 20-year period. Contributions for employee pension payments made up the largest item in this category, the Federation said.

Shift In Indiana's Tax Base Reduces Property Taxes 30 Per Cent

Property taxes in Indiana have been reduced 30 per cent following a shift in the tax base, although the per capita tax of the state shows only a slight decrease, it was reported today to the Federation of Tax Administrators.

Lower property assessments resulting in reduced revenues for local governments, the Indiana Tax Commission's report said, have been offset by sharing state-administered taxes such as the gross income and liquor taxes and by federal grants.

The new taxes together with decreased dependence on the property tax have resulted in a broader distribution of the tax burden, the report said. A study of the shift in the tax base showed that the burden on the farmer had been lessened, while persons who receive their income from salaries, wages, and fees make a larger direct contribution.

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Police To Inspect Bicycles Under New Wilmette, Ill. Ordinance

Police inspection of bicycles to insure compliance with mechanical requirements set up in a new ordinance in Wilmette, Ill. will begin June 1, when the law becomes effective, the International City Managers' Association said today. The ordinance is designed to curb accidents by prohibiting operation of bicycles on congested streets and highways.

Bicycle testing lanes will be operated at public and parochial schools and parking zones will be provided in the business district. Riders must observe all traffic signs but may ride on sidewalks except in certain designated places. If riding in a group, bicycle operators must ride in single file. Extra riders are prohibited.

The ordinance requires that bicycles be equipped with a horn or other signalling device, and that night riders be equipped with a headlight visible for at least 200 feet. Red reflectors must be attached to the rear fender.

The chief of police is given power by the ordinance to suspend or revoke licenses for violations. He may also assess fines ranging from \$1 to \$200.

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LIBRARY

MAR 1 1939

Two States Put 8,000 Employees Under Merit System

With passage of state civil service acts in Rhode Island and Alabama this month, 8,000 state employees have gone under merit system administration since the first of the year, the Civil Service Assembly of the United States and Canada reported today.

The Rhode Island act, which made the state fifteenth with civil service, was given unanimous House and Senate approval. It is unusual in providing for open competitive examination for the state personnel director, the Assembly said.

Alabama was the first state in 1939 to pass a civil service act. Approximately 4,000 state employees, in all departments, are covered.

With the two new civil service states, the total list now includes Tennessee, Connecticut, Maine and Michigan, which enacted merit system laws in 1937, California, Colorado, New York, Massachusetts, Wisconsin, Illinois, New Jersey, Ohio and Maryland.

Civil service measures are under consideration in many other legislatures at present, the Assembly said. In a newly adopted law creating a Department of Public Welfare, Idaho included a provision calling for the selection of all employees of that department on a merit basis.

The North Dakota Senate by a vote of 26 to 21 passed a state merit system bill, and the Minnesota House of Representatives by a vote of 98 to 28 approved a bill placing state employees under civil service. The New Mexico Senate has approved a similar measure.

Other states where bills providing for state merit systems have been introduced are: Arizona, Georgia, Iowa, Kansas, Missouri, Nebraska, New Hampshire, Oklahoma, Pennsylvania and Texas. The Kansas proposal would replace a civil service law which has been inoperative since 1919 because of the legislature's failure to appropriate money for its enforcement.

In Indiana, Oregon and Washington measures have been considered and returned to committee. Bills affecting local civil service have been introduced in Alabama, Connecticut, Indiana, Minnesota, Nebraska, Pennsylvania, Texas, Utah and Washington.

Housing

Washington Thirty-fourth State To Provide Municipal Housing Authorities

With the state of Washington passing enabling legislation for local housing authorities, all but 14 states have arranged for cities or counties to enter the large-scale low-rent housing field, the National Association of Housing Officials reported today.

Public housing legislation in most of the 34 states contains two provisions of importance to municipalities, the Association said. It provides for tax exemption in full or in part, and for extensive cooperation between local governments and the housing authorities.

Enabling legislation such as that passed by Washington is pending before at least six state legislatures now in session. They include Missouri, where the proposals have passed the house; Utah, where the senate has voted its approval; and Kansas, Oklahoma, Iowa and Idaho.

Local housing authorities have been established in all but two of the 34 states under laws permitting local participation in government-sponsored housing. These authorities now total 225, an increase of 179 over the 46 existing at the beginning of 1938.

New Jersey has the largest number of authorities--25. Indiana stands second with 24. Totals for the other states are: Pennsylvania, 16; Texas, 15; Ohio, 13; Florida and Georgia, 12; New York, 11; Massachusetts and Virginia, 10; Alabama, 9; Kentucky, 7; Connecticut and Illinois, 6; Tennessee, 5; California, Maryland, Michigan, Mississippi, Montana and South Carolina, 4; North Carolina, 3; Colorado, Wisconsin and Virginia, 2; Arkansas, Delaware, Louisiana, Nebraska, Oregon, Vermont and the District of Columbia, one each.

The United States Housing Authority has earmarked funds totaling \$650,000,000 for 155 of these agencies, and 75 of them have advanced their programs to or beyond the loan and contract state. Of the 51 occupied public large-scale developments built by the Housing Division of the Public Works Administration, 27 have been leased to local public housing agencies.

Cities Search For New Revenues To Offset Declines

Enactment of new taxes characterizing an "almost frantic" search for new municipal revenues in 1938 was reported to the International City Managers' Association today. The report was made by Albert Lepawsky, executive director of the Federation of Tax Administrators.

This search for revenues, the report said, produced such taxes as New York City's cigarette, occupancy and gross income taxes, the short-lived Philadelphia gross income tax, Chicago's handbook tax which the courts invalidated, and chain store taxes in seven cities, including Savannah and Augusta, Ga. New York City also re-enacted a two per cent emergency retail sales tax.

New municipal cigarette taxes, other than dealers' license taxes, were enacted during the year not only in New York City---where a one-cent tax promises to produce \$10,000,000 annually---but in Kansas City, Mo. and in several Florida cities. New Orleans passed a one-cent sales tax to replace the former two per cent luxury tax.

The most recent official figures from a sample of 18 cities showed a decrease of five per cent in total revenues between 1936 and 1937, while reports from various states in 1938 indicate a further decline in municipal revenues last year, the report said.

Increased property tax collections were indicated by the 1937 figures, although this may be a temporary result of the backlog of uncollected taxes, the report pointed out. Figures showed property taxes represented about 70 per cent of all revenues in 1937 for the 18 cities as compared with only 63 per cent in 1936.

Property tax limitations, including homestead and industrial exemptions which comprise one of the largest local revenue losses, were enlarged, but the pace at which they were adopted in earlier years including 1937 has slowed up, the report said. Five states---Florida, Georgia, Louisiana, New York and Mississippi---adopted constitutional amendments or passed laws increasing exemptions. Mississippi, for example, increased its homestead exemption from \$2,500 to \$5,000.

Partially compensating for loss of municipal revenues, however, were revenues shared by states and federal and state grants-in-aid. Estimates available through 1935 indicate that federal grants to cities had outstripped state grants, the former amounting to 24.5 per cent of total local revenues in 1935 as compared with 16.5 per cent for state grants. Mississippi replaced municipal revenues lost through extension of homestead exemptions with state funds. North Carolina started to share with its localities 50 per cent of the yield of its new state-wide intangibles tax. New York State has gone even farther, relieving municipalities by assuming a large share of the costs involved in eliminating grade crossings.

This report on municipal revenues will be included in the Municipal Year Book, to be published next month by the International City Manager's Association.

Cities Charge Sewer Rentals To Meet Sewerage Costs

Increased interest of cities in the adoption of sewer rental or sewer service charges to meet the cost of municipal sewerage service was reported today in a survey made by the American Public Works Association with cooperation of the American Municipal Association and the Municipal Finance Officers' Association.

Cities of less than 25,000 population make up the bulk of those now charging sewer rentals, according to the survey, which covered 104 representative cities. Several places over 500,000 population are now considering the plan. Among cities levying the sewer service charge are Dayton, O., Boulder, Colo., Brockton, Mass., Flint, Mich., Winston-Salem, N.C. and Fargo, N.D.

Few of the cities try to derive sufficient funds from rentals to finance all the costs of their sewerage system, the survey showed. Some of them use rental revenues to pay the debt service on new treatment plants, while others have turned to rentals to operate existing plants.

Of the 104 cities, 42 indicated that revenues were used for administration, operation, maintenance, replacement, debt service, enlargement of existing systems and extension into unsewered areas. Four of the cities use practically the entire amount collected for debt service, while 16 cities use no part of such revenue for that purpose, and four others, less than 20 per cent.

Sewer rental charges have frequently been used when a city's operating expenses approached or exceeded the maximum limit to be financed from general taxes. In recent years they have been started most frequently to pay for sewer revenue bonds.

More than one-third of the cities surveyed base the charge on water consumption as measured by water meters. Another third make the number of plumbing fixtures the basis of charge. Other bases include the number of sewer connections, the type of property and metered quantity of sewage. A few small communities use uniform rates, which vary from \$3.00 to \$10.00 a year.

Minneapolis, Minneapolis, Minn. 17
Denver and Minneapolis Make Inventories Of City-Owned Property

Denver, Colo. and Minneapolis, Minn. are, for the first time, making complete inventories of municipally-owned property, the Municipal Finance Officers' Association noted today. The projects are financed chiefly by federal grants of \$46,000 and \$11,000 respectively.

Denver's inventory will cover all city-owned real estate, improvements and equipment. Works Progress Administration workers assisting in the survey are making detailed descriptive records of property, including building use and condition of repair. Equipment is being counted and tagged.

The survey at Minneapolis will cover more than 100 city-owned buildings for which the engineering department has no record as to type of construction, use to which put or condition of repair.

City officials have found these inventories of value, the Association said, because investment in public property normally represents one of a city's largest assets. Once the value, quantity, quality, type and location of property are determined, the city may establish a closer relationship between actual physical condition of assets and plans for future modernization, sale or zoning.

Minneapolis, in addition to its city-owned building survey, is seeking additional funds to extend its fire hazard survey of business and residential buildings to cover the entire city. The present survey, covering a large area, is being made by Works Progress Administration employees under direction of the fire department.

As the result of inspection of 6,000 buildings to date, more than 3,000 fire hazards have been corrected, according to fire department officials. In only 17 instances were inspectors refused entrance to buildings.

Detroit Plans Unusual Method Of Meeting Parking Problems

In an effort to solve parking problems, the Detroit Street Railway Commission is planning to purchase automobile parking lots on the edge of the city's business district and offer free bus service to parkers from these areas to the central business section, a report to the American Society of Planning Officials said today.

In announcing the unusual plan, the Commission said it was interested only in making enough profit on the parking charge to meet cost of operation, and that it is concerned with providing a new type of service which will contribute to the reduction of congestion in the central section.

Under the plan, motorists who park their automobiles in these lots located in selected districts will be entitled, through purchase of parking tickets, to ride a bus to offices in the business section. Action on the plan was stimulated by announcement of the police department that further parking restrictions might be necessary to eliminate congestion in the downtown area.

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Accidents, Traffic -

Pennsylvania City Proposes Plan To "Brand" Reckless Drivers

A plan to make motorists safety conscious through embarrassing reckless drivers has been worked out by city officials of Scranton, Pa., the International Association of Chiefs of Police reported today. The plan involves the painting of circles on the rear of violator's automobiles.

A yellow ring would be painted after the first offense, a red ring after the second violation, and for a third offense the color would be blue. It is proposed to leave the circles on automobiles for 30 days. The city legal department is studying the plan to determine whether such punishment is lawful.

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Indiana Recognizes Scientific Tests For Drunken Driving

Indiana is the first state to provide that its courts may recognize scientific tests for intoxication as evidence in cases involving drunken and reckless driving, the Safety Division of the International Association of Chiefs of Police reported today.

The legislation, which has been signed by the governor and will become effective June 1, also defines the limits within which results of the test may be considered as evidence when offered in drunken driving cases.

Similar bills now are pending before the legislatures of Iowa and Alabama, and before Congress acting for the District of Columbia, the Association said.

In recognizing that tests of breath and body fluids are an indication of whether a driver was under the influence of liquor at the time the act of which he is charged, the Indiana law said:

"If it is alleged . . . that the defendant was under the influence of intoxicating liquor . . . the court may admit evidence of the amount of alcohol in the defendant's blood . . . as shown by a chemical analysis . . . "

In its definition of evidence, the law says that an analysis showing .05 per cent or less by weight of alcohol in the defendant's blood at the time of the act is prima facie evidence that the defendant was N O T under the influence of intoxicating liquor.

If the analysis shows from .05 to .15 per cent by weight of alcohol in the blood, it is relevant evidence but not to be given prima facie effect in indicating whether or not the defendant was under the influence of intoxicating liquor.

Evidence that there was at the time .15 per cent or more by weight of alcohol in his blood is prima facie evidence that the defendant was under the influence of intoxicating liquor at the time of the act . . . , the law concludes.

By shifting the burden of proof in favor of the driver with little alcohol in his blood and against the driver with much alcohol in his blood, the law may be as effective in liberating the innocent as in convicting the guilty, the Association noted.

Report Recommends Annual Revaluation Of Real Estate

Annual revaluation of real estate as practiced in 24 states is recommended in a report on Assessment Principles by a committee of the National Association of Assessing Officers.

All states require the annual revaluation of personal property, the report points out, but many permit or require the carrying of real property if unaffected by new construction, fire or other extraordinary circumstances, at a valuation which is unchanged from two to six years. Annual revaluation of this property would provide an opportunity of keeping assessed valuations in line with market values.

Under annual revaluation, also, assessors can correct the "small injustices of one year's assessment in the next," the report says. Another advantage is the reduction or elimination of cyclical and even seasonal fluctuations in work, which permits use of a full-time staff of trained and experienced employees.

A minor advantage is that it results in gradual changes in total assessed valuations, serving as debt or tax-rate limits. "Substantial changes occurring in reassessment years in states with infrequent revaluations," the report explains, "are seldom properly anticipated by local governments. Public planning, budgeting, and debt policies are thrown into confusion, and added pressure is brought to bear upon the assessor to keep assessments at the previous level without regard for change in actual values."

Twenty-one states prohibit the assessor from making an annual revaluation of real property, according to a survey by the Association. In nine of these states a revaluation must be made once in two years. In one state revaluation takes place once in three years, in six states once in four years, and in three states not oftener than once in four years. One state has sexennial assessment, and another has annual, quadrennial and sexennial assessments, depending upon the county.

With three exceptions, states which prohibit assessors from adjusting values annually permit or direct local boards of review annually to make all changes necessary to bring assessed valuations into conformity with the standards of value set by statute.

In three states the assessor is permitted to alter valuations on the annual real property tax roll but is required to make a general revaluation only at infrequent intervals, ranging from five to 19 years.

Housing Managers Form Professional Organization

Establishment of a Managers' Division of the National Association of Housing Officials, to aid in the professionalization of those who administer large-scale housing projects, was announced by the Association today.

Raymond A. Voigt, manager of Parklawn, government housing development in Milwaukee, Wis., is president of the division for its first year. His successor will be elected by members of the division later in the year.

Active members of the managers' organization will consist of executives in charge of large-scale housing developments. Provision will also be made for other types of membership.

Prescribed purposes of the housing managers' organization are to set up standards of management practice, to interchange experience, and to further the social objectives of housing through management.

With the rapid increase of public housing projects, many managers are entering the work without previous knowledge of methods, it is pointed out. Gradual withdrawal of the federal government from direct management, as projects built by the Public Works Administration are leased or sold to local public housing agencies, also increases responsibility of communities for policies and practices.

To meet these needs, the Managers' Division will issue material on management practice and encourage training in the profession. A series of visits of field representatives of the Association to managers at their respective projects will inaugurate the program.

Serving the division head as a Committee on Organization and Procedure are: Carleton F. Sharpe, Community Manager of Greenhills, project near Cincinnati, chairman; Lionel F. Artis, housing manager, Lockefield Garden Apartments, Indianapolis; and Paul L. Stannard, resident manager, Cedar Central Apartments, Cleveland, O.

Expansion In Low-Rent Housing Cited As Chief Municipal Trend

Rapid expansion of low-rent public housing is ranked as the "most significant trend" in city administration today in a report to the International City Managers' Association.

The report, by Dr. Leonard D. White, University of Chicago professor of public administration, said that although low-rent housing was put forward first to provide work for the unemployed, it appears to have dug secure foundations in the municipal field.

This development represents a national effort to house adequately a substantial portion of city dwellers who now exist under conditions which breed disease, crime and social discontent, the report said.

Cited as an example of action in this field was the fact that the New York State constitutional convention proposed and the voters authorized issuance of \$300,000,000 in state bonds for public housing purposes.

By the end of 1938, the report added, the United States Housing Authority had approved loans and subsidies for 140 projects in 73 cities, two counties and the District of Columbia.

Other "significant" trends in the field of municipal administration during the past year are listed by Dr. White as:

1--An increasing concern by police departments for prevention of traffic accidents, and a decrease in fatalities in 1938 over 1937.

2--Introduction of such new police methods as the pathometer for detecting deception, and the "drunkometer."

3--Stimulation of public health activities by federal grants and the nationwide campaign against social disease, organized by the United States Public Health Service. In 1938 there were separate divisions of venereal disease control in 24 states as compared with 13 states three years ago.

4--Completion of a large number of new school buildings and a great improvement in plant and equipment facilities.

5--A "marked increase" in the use of libraries. Circulation in Chicago exceeded 12,000,000; in Detroit it was about 5,000,000. The increases provide a clue to public interests in that they were in economics and sociology, technical and scientific books, and materials on the contemporary world situation, the report said.

The report will appear in the 1939 Municipal Year Book, to be published soon by the International City Managers' Association.

Permit System Recommended For Pavement Cuts

A systematic permit system for pavement cuts to be made in streets, alleys and sidewalks for installation of utility service lines or for other purposes, was recommended to cities today in a study by Public Administration Service. Through this control cities may avoid damage suits, and minimize public inconvenience and expense, it was pointed out.

Cincinnati is one of the few cities which have set up a detailed permit system for pavement opening, the study noted. Detroit utilizes high permit fees as a regulatory measure, while Philadelphia and Louisville are among cities which discourage cuts in new pavement by prohibiting them, except in emergency, during the first five years.

In Cincinnati, any utility or private property owner wishing to make a pavement cut applies to the public works division of records for a permit. A deposit of cash or security to cover the approximate cost of pavement restoration, which is supervised by the city, must accompany the application. The application shows where and when the cut will be made, and its size and purpose. City engineers check the information to see that the cut or new underground structure will not interfere with the present or future location of gas, electric and other utility lines.

Copies of the permit are distributed to the division of records, the inspector, city auditor, crew foreman who will restore the cut, and the city water works department. The water works department collects for water used in construction. All revenues obtained from pavement cut permits go into a street restoration fund.

Cities should take every step possible to reduce the number of pavement cuts, the study said. One precaution is to require installation of all subsurface mains and conduits in newly opened territory before the streets are accepted as public property. If utility services are placed between the sidewalk and curb line and in new subdivisions, as they are in London and several other European cities, pavement cuts will be unnecessary later.

Wisconsin Cities Take Apprentices Under State-Wide Plan

Madison, Wis. is the first city to hire apprentices for its city hall under the state-wide plan of training for government careers inaugurated a year ago, the Civil Service Assembly of the United States and Canada reported today.

A University of Wisconsin graduate in sociology will serve as an apprentice case worker in the Madison welfare department. Under the arrangement, the university grants the student a loan, which he repays from his apprenticeship salary during the year's appointment.

Madison plans to take a second apprentice in the near future. Milwaukee and Wauwatosa are other Wisconsin cities planning similar arrangements. The state government has employed 32 apprentices in various departments since the training plan was adopted.

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Several Cities Charge Fees For Refuse Collection In Residential Districts

While most cities finance their refuse collection service in residential districts from general tax revenues, a few municipalities charge a fee, the American Public Works Association said today. Collection charges are based for the most part upon frequency of collection in these cities.

Sacramento, Calif., for instance, collects refuse from the back door or basement once or twice a week and levies a charge of from 50 to 75 cents a month. Oklahoma City, Okla., collecting garbage and combustible rubbish twice weekly from either the back door or the alley, charges from \$1.50 to \$2 a month. Fresno, Calif. charges 45 cents a month for one collection weekly of a 30-gallon can, and 80 cents for two collections weekly of a 30-gallon can.

Morgantown, W.Va. charges straight fees of \$6 a year for collecting garbage and combustible rubbish, and \$6 a year for ashes. The frequency of collection for the former is twice a week throughout the year, and for the latter twice a month.

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New Land Policy Law May Solve Arkansas' State-Owned Land Problem

Enactment of a new land policy has placed Arkansas in the front rank among states seeking an answer to the problem of using land which has reverted to the state through tax delinquency and abandonment, the American Society of Planning Officials reported today.

Under the law, Arkansas' land commissioner is authorized to conduct investigations regarding the best use of the 2,000,000 acres of state-owned land. He may request the Land Use committee of the State Planning Board to supervise the classification and appraisal of this land to determine which is suitable for agriculture and which should be used for such purposes as forest and park development.

The Arkansas law provides that land suitable for agriculture may be developed by the state in cooperation with the federal government. It also provides that this land may be returned in "family-sized" tracts to farm families through sale or outright grants under the state "donation" law.

One object of the law, the Society said, is to prevent a continued dumping on the market of unproductive land which, because of its unproductivity, soon becomes tax-delinquent and reverts again to the state. Another object is to eliminate "dollar-an-acre" sales of state land which later turn out to be more valuable for public use.

Proceeds from land sales will be used to pay administration expenses, protect state-owned lands from fire and timber trespass and to provide the necessary expenses of agencies cooperating with the commissioner. Remaining funds will go to the permanent school fund. Under the law, the state will retain mineral rights in lands returned to private ownership.

Although the use of state land is of major importance in Arkansas, which owns one out of every 16 acres in the state, the problem has also challenged the attention of many other states, including California, Oregon, South Dakota and New Jersey.

California's legislature is considering a report which says "a conservative estimate is that the state holds tax deeds to more than 2,500,000 acres of land, and 300,000 lots or blocks in subdivisions." The California report asks that the land commission appraise and classify this land to determine whether it is suited for private ownership, and if not, to classify it for use and development by the state.

Oregon reported recently that it owned nearly 2,000,000 acres of tax-reverted land, and suggested that it be appraised and classified for resale or development. South Dakota reports that more than 10,000,000 acres of land in the state are tax-delinquent, while Michigan, already holding title to 2,000,000 acres, reports that approximately 5,000,000 acres of land are subject to foreclosure.

34 Cities Increase Appropriations For Street Cleaning In 1939

An indication that American cities will spend as much or more for street cleaning services during 1939 as they did last year is reported today in a survey of municipal street cleaning budgets by the American Public Works Association.

Of the 70 cities cited in the survey, 34 increased street cleaning appropriations for 1939 over 1938 expenses. Nine cities will spend the same this year as last, while 19 cities reduced their appropriation for this activity.

The survey cautioned that comparisons between appropriations should not be made without giving due consideration to such factors as purchase of new equipment, differences in wage levels, degree of service and mileage of streets, and character and topography of cities.

A difference in wage scales may cause a wide variation in costs, it was pointed out. One northern city, for example, pays its street cleaners 75 cents an hour, while in a southern city the scale for this type of work is about 25 cents an hour.

Snow removal plays an important part in determining a city's street cleaning expenditures, the survey showed. Forty-three cities appropriated specific sums for this purpose, while others included snow removal costs in the regular street cleaning budget or will make emergency appropriations when the problem arises.

A number of northern cities spend as much or more for snow removal than for regular street cleaning activities during the year. Rochester, N.Y., for example, appropriated \$360,000 for this purpose. This is \$136,000 more than was appropriated for 1939 street cleaning activities.

Other snow removal appropriations for 1939 include: Minneapolis, Minn., \$190,000; St. Paul, Minn., \$65,000; Brookline, Mass., \$55,000; Hartford, Conn., \$50,000; Lansing, Mich., \$30,000; Sheboygan, Wis., \$20,000; and Kalamazoo, Mich., \$15,000.

Policy On Institutional Exemptions Loosely Defined In Most States

Although all 48 states grant some type of property tax exemption to religious, educational and charitable institutions, their statutes are generally silent on the administration of these exemptions, a report by the National Association of Assessing Officers showed today.

Most state institutional exemption laws, the report said, "simply designate the exempt property and relieve the owner and the assessor of any responsibility for taking positive action. If an over-zealous assessor places exempt property on the assessment roll and a tax is extended against it, it may be removed by a board of review or by the proper court. If a careless assessor fails to put taxable property on the roll, it can ordinarily be put on by a board of review, or by a subsequent assessor if retroactive assessment is permitted."

Nineteen states require the assessor to list exempt property on the assessment roll, the report said. The purpose of such listing is not only to prevent accidental or wilful omission of taxable property, but also to produce statistics helpful in appraising exemption policies.

Six of these states exercise control by requiring formal application for exemption each year. They are: Alabama, California, Indiana, Massachusetts, New Mexico and Washington. This system, the Association pointed out, acts as a check on property which may change from a tax-exempt status one year to being taxable the next. Usually such applications must be made under oath, and according to certain specifications designated by law or by the state tax department. Three other states demand formal application, but at less frequent intervals than one year.

The laws of West Virginia, Illinois and Ohio place somewhat greater responsibility on their state tax departments in the matter of institutional exemptions than do laws of the other states, it was found. The Ohio Tax Commission, for example, must pass first upon all institutional real property tax exemptions. The list of exempt property is required to be filed with the tax commission annually by the county auditor, and no additions can be made without consent of the commission.

169 Cities Add New Municipal Services

At least 169 American cities of more than 10,000 population added new city activities or services within the last year, a report by the International City Managers' Association said today. Only 11 cities in this population class discontinued one or more regular activity.

Forty-six more cities reported sewage disposal or treatment plants than in the previous year, including new plants at Columbus, O., Buffalo, N.Y., Muncie, Ind. and Davenport, Ia. Municipal refuse or garbage collection service was established in eight cities, while eight others acquired new water works systems. Two cities purchased privately-owned systems.

In the recreational field, swimming pools or bathing beaches were provided for the first time by 11 cities. New parks were established in seven cities, and recreation departments set up in seven more. Four cities constructed municipal stadiums. Colorado Springs, Colo. and Hastings, Nebr. set up city museums. Public libraries were established in four cities--Burbank, Calif., Campbell, O., El Dorado, Kan. and Endicott, N.Y.

Three cities--Hopewell, Va. and San Angelo and Temple, Tex.--created health departments, while the health department in Wichita, Kan. provided for meat inspection service and that of Sacramento, Calif. established a city venereal disease clinic.

Among the miscellaneous new services reported were police radio systems in four cities, water purification plants in Ann Arbor, Mich. and Sandusky, O., and city planning commissions in New York City and Chillicothe, O.

Cincinnati, O. established a bureau of traffic engineering, while Fort Worth, Tex. set up a bureau of accident prevention and investigation.

Abattoirs were constructed in Griffin, Ga. and Tallahassee, Fla. Cedar Rapids, Ia. built an incinerator, Charlotte, Va. set up a welfare department, and Quincy, Mass. established a department of purchase and supplies. A number of cities established housing authorities, others installed parking meters, and several adopted the merit system.

Among the 11 services stopped were an airport by Grand Island, Nebr.; kindergarten classes by Nashua, N.Y.; a zoo in Orlando, Fla.; and garbage collection in Santa Rosa, Calif. Health services in Rockville Center, N.Y. and San Mateo, Calif. were taken over by the county.

The survey of activities will be published soon by the International City Managers' Association in the "1939 Municipal Yearbook."

Physical Standards Defined For Large-Scale Housing

The importance of treating large-scale housing projects as new "neighborhoods" that are to be integrated into the community is pointed out in a report issued today by a committee of the National Association of Housing Officials in collaboration with the American Public Health Association.

The report, on physical standards for large-scale housing, deals with site selection and development, dwelling plans, design of structures, dwelling equipment and housing hygiene.

Plans for such projects, to be built by either private or public agencies, "should relate the houses and other facilities to the existing and prospective neighborhood development," the report says. In choosing a site, "the agencies should consider whether the location will provide ample open area and be satisfactorily related to schools, recreational facilities and transportation, and will make use of existing urban utilities and services." They should also select a location which "will not suffer from nuisances incidental to industrial developments."

To meet these objectives, consultation with city planners, architects, housing managers and welfare officials is advised.

The report considers building coverage and height with respect to site development. "At the present time, 20 to 35 per cent coverage of land within property lines appears to give the results desired," the report says. "Coverages below 20 per cent are likely to put an excessive cost on the project for utilities and maintenance of grounds. Coverage exceeding 35 per cent may fail to provide sufficient desirable open space."

General specifications for organizing the space in dwelling plans for the project, with reference to room sizes, privacy, air circulation and other factors, are listed in the report. Under design of structure, the factors of safety, durability, flexibility and livability are outstanding considerations. Standards for heating and ventilating, plumbing and electrical installation are included in the discussion of dwelling equipment.

The purpose of the report is to present the objectives of "good housing anywhere," the report says. Exact methods of attaining these objectives are left to local groups and agencies. The committee declared that "the design of large-scale housing projects should not be frozen by any arbitrary set of rules."

A. C. Shire, technical director, United States Housing Authority, is chairman of the committee, and Henry S. Churchill, architect, New York City, is secretary.

Washington Revokes 2,300 Driving Licenses For Drunkenness In Two Years

The drivers' licenses of 2,300 motorists in the state of Washington have been revoked for drunken driving since 1937, when revocation became mandatory under the law, the International Association of Chiefs of Police reported today. The total is 300 more than in the previous two years, when revocation was optional with the court.

No actual increase necessarily occurred in drunken driving, according to the state director of licenses, but there was "better law enforcement and better cooperation on the part of the police courts." Many Washington cities are also passing stringent local ordinances on the subject.

Washington is one of 37 states which make suspension or revocation of driving licenses mandatory on the first conviction of drunkenness while driving. Among others are Arizona, Connecticut, Massachusetts, New Jersey, New York and Mississippi.

* * *

Liquor Store

Liquor Store Profits Defray City Expenses In Seven Minnesota Cities

Profits from municipally owned liquor stores help defray expenses of government in seven Minnesota cities, a report to the International City Managers' Association said today.

International Falls recently decided to use \$50,000 of its 1938 liquor revenues to pay the city's share of the cost of two municipal buildings. Foley, with a population of 800, found that profits of its liquor store will make it unnecessary to levy a 1939 real estate tax.

Five other Minnesota towns, ranging in population from 800 to 1,300, reported net profits from operation of their stores as follows: Lake Benton, \$3,878; Lakefield, \$5,282; Mahanomen, \$7,820; Pine Island, \$8,500; Bemidji, \$31,349.

* * *

Cigarette Tax Evasions Cause Annual Loss Of \$3,150,000 To Seven States

Cigarette tax evasions cost seven states an estimated \$3,150,000 a year in revenue, although the tobacco taxes levied by 21 states annually yield more than \$50,000,000, a report to the Federation of Tax Administrators and the National Tobacco Tax Conference showed today.

Tobacco tax administrators estimated annual losses to the seven states through inability to collect taxes as follows:

Iowa.....	\$1,000,000:	compared to a 1938 yield of \$1,750,000.
Texas.....	750,000:	more than one-eighth of the 1937 yield.
Georgia.....	400,000:	more than one-fourth of the 1937 yield.
Oklahoma.....	300,000	
Arkansas.....	300,000:	equaling one-fourth of the 1937 yield.
Mississippi.....	250,000	
South Carolina....	150,000:	about one-twelfth of the 1937 yield.

The most popular method of evasion, the report said, is through shipping of cigarettes by parcel post. The general scheme is to set up a wholesale cigarette establishment, preferably but not necessarily in a state without a tobacco tax. Agents within the tax state solicit carton orders direct from consumers, and the sales price per carton is less than the retail price because the tobacco tax is not added.

"The cigarettes are shipped either in bulk to the agent and then distributed to the consumer, or, as in a growing proportion of cases, the cigarettes are shipped directly to the consumer together with a supply of order blanks for re-orders, which can then be sent directly to the out-of-state dealers," the report said.

In some states, as in South Carolina, the transaction is more complex in that the sale occurs in one state, the shipment is made from a second state and the goods are billed from a third state.

Tax administrators, aided frequently by law-abiding cigarette distributors who also suffer from tax evasion, have devised various methods of curbing evasion.

Several states levy a tax upon the use as well as the sale of cigarettes, the report said. Texas has increased tobacco tax revenues through a tax "on all cigarettes used or otherwise disposed of in this state for any purpose."

Arkansas not only levies a tax upon possession of cigarettes, but requires retailers to purchase only from Arkansas wholesalers whose books and sales may be readily audited by state officials. Several other states follow this practice.

South Carolina requires out-of-state merchants to agree in writing to open their books to state auditors before they can purchase state tobacco stamps, and Alabama has a working agreement with 36 out-of-state jobbers who place Alabama stamps on all tobacco tax products sold or delivered knowingly to persons in Alabama.

At least seven states--Alabama, Louisiana, Mississippi, Arkansas, Texas, Oklahoma and Tennessee--are attempting to solve this tax evasion problem through exchange of information among state administrators as to interstate cigarette shipments and methods of tax evasion.

Municipal Payrolls Increase To Billion Dollar Mark

Municipal governments paid their employees more than one billion dollars in salaries and wages last year, an increase of more than \$30,000,000 over 1937, the International City Managers' Association reported today.

In a survey of 777 cities over 10,000 population, the Association found that 518,607 employees of these cities received most of this sum at an average wage of \$1,740 per person. This was a \$50 per person increase over the 1937 average but \$80 per person short of the 1936 average. The survey covered all employees except for schools.

An increase in employment of about 20,000 persons was reflected in a "definite increase" in the number of full-time employees per 1,000 population, the survey showed. Cities covered in the survey employed an average of 10 persons per 1,000 population as compared with 9.7 in 1937, 9.3 in 1936, and 8.7 in 1935.

Approximately a fifth of the cities reporting said their employees were paid under either a formal plan for classifying positions by duties and responsibilities, or a pay plan standardizing salaries for comparable positions. Eighty-five cities employ both plans, while 66 cities have a classification plan only.

The fact that it takes more employees per 1,000 population to provide governmental service in larger than in smaller cities is shown by the survey. Cities of between 10,000 and 30,000 population employed 8.6 persons per 1,000 population in 1938, while cities of 500,000 or more population employed 13.4.

Nonresident appointments to municipal posts increased from 236 for 74 cities in 1937 to 352 for 75 cities in 1938. Cincinnati led the list, as it did in 1937, with 125 appointments. This city appointed 77 nonresidents in 1937. Among other cities which appointed "outsiders" to city posts were Berkeley, Calif. 71, Rochester, N.Y. 15, Peru, Ind. 14, Sacramento, Calif. 8, and Dennison, Texas 6. Thirty-six of the 75 cities were council-manager cities, which accounted for 280 of the 352 appointments.

This increase in nonresident appointments, the Association said, may be considered a significant indication of the extent to which a career service is being established in municipal government.

The results of the survey will be published soon by the International City Manager's Association in the "1939 Municipal Year Book."

Air-Conditioning Waste Water Affects Sewer Rental Charges, Survey Shows

The increasing installation of air-conditioning equipment discharging large quantities of water into sewers has created for cities levying sewer rental charges the double problem of handling the waste water and of making the proper charges for this service, a report by the American Public Works Association said today.

More than 12,000 air-conditioning installations are reported for 1938, bringing the total in the United States to more than 45,000. A number of cities surveyed by the Association discourage the type of equipment which dumps large amounts of water into the sewerage system in order to avoid building additional sewers or sewage treatment facilities.

At the same time, the report said, owners of air-conditioning units in cities that charge sewer rentals are asking lower rates. Their requests are based on the fact that the waste water from air-conditioners causes no pollution, thereby cutting the cost of treatment far below that for ordinary sewage.

Whether the cities should grant reductions or charge regular rates depends upon the elements of sewerage service costs financed from the rentals, the report pointed out. "Obviously no reductions should be made for that part of the sewer charge that is used for sewer construction and maintenance," the report said, "since it costs as much to transport a gallon of clear water as it does a gallon of sewage."

Three-fourths of the more than 100 cities surveyed reported they gave no special consideration or rate to properties contributing air-conditioning waste water to their sewer systems.

Of the remaining cities, Grand Forks, N.D. has established a reduced rate for air-conditioning waste water if separate water meters are installed, charging four cents per 1,000 gallons instead of the regular rate of 12 cents. In Lima, O. the rate for this use is 50 per cent of the regular rate, while in Oberlin, O. the reduction is from 25 to 50 per cent below regular charges. A special adjustment is made in Cheltenham, Pa., depending on how much water is used.

Five cities reported that all cooling water from air-conditioning equipment is discharged into storm water sewers. Of these cities, Phoenix, Ariz. charges four cents for each 1,000 gallons instead of the usual seven-cent rate. Ann Arbor, Mich. and Dayton, O. permit metered water to be discharged without cost. Pitman, N.J., where sewer rental rates are based on plumbing fixtures, makes no fixture charge for air-conditioning units, and Vineland, N.J. omits charge on air-conditioning waste water.

Higher Standards Needed For Almshouses Converted Into Hospitals, Study Shows

Noting a trend among counties toward converting almshouses into public hospitals for the aged and chronic sick, the American Public Welfare Association and the American Hospital Association today jointly recommended that institutions turned to such use should establish minimum hospital standards.

With development of the social security program reducing poorhouse populations through old age assistance, aid to the blind and other types of public aid, many counties are closing their almshouses altogether, the joint committee of the association reported. Other localities consider them "the practical answer to the urgent need for a place to care for the chronically ill," and utilize them as hospitals without sufficient attention to standards.

The committee found that conversion of almshouses was in process in at least 19 states. Nine of these states indicated that no standards for facilities, personnel and management had been formulated for the converted institutions. Some localities were found using the old almshouses as general hospitals, although general hospital facilities were already available.

If localities turn their almshouses into homes for chronic sick care, the committee counselled that states should take greater legal responsibility for the administration of institutional care of the aged and infirm sick. At present, counties and other local governments are almost entirely responsible.

The report declared that almshouses should not be converted into institutions for the chronic sick unless the buildings are suitable for this purpose.

The report also recommended that potential bed space in such institutions accommodate at least 50, preferably 100, patients, to assure economical operation. If the number of potential patients is smaller, local authorities should cooperate with other localities in providing adequate facilities for this type of public care, the report said.

Standards for the converted institutions, the report advised, should be worked out jointly by persons familiar with hospital administration, those especially expert in the medical and social problems of the chronically ill, and representatives of the public.

Members of the joint committee, which will expand the current report with further study, include Robert T. Lansdale, New York City, Stanton M. Strawson, Valhalla, N.Y., and Dr. Gertrude Sturges, Wakefield, R.I., for the American Public Welfare Association; Dr. Michael M. Davis and the Rev. Joseph S. O'Connell, New York City, and Dr. George O'Hanlon, Jersey City, N.J., of the American Hospital Association.

City Finance Officers Adopt Code Of Ethics

A code of ethics and professional conduct for public finance officers which makes its first qualification the official's "earnest belief" in his ability to perform the duties of his position has been approved by members of the Municipal Finance Officers' Association of the United States and Canada, it was announced today.

The code of ethics provides that "every finance and accounting officer shall endeavor to maintain the highest standards and most approved practices in the execution of his office and position," and that "he will diligently strive at all times to improve and develop his personal qualifications for the position he holds." It also declares that officers who are elected "shall conduct their campaigns honorably, honestly and fairly and in keeping with the dignity of the profession they represent."

As to duties of office, the finance officer is expected to have "sufficient courage at all times to fully discharge his public duty without fear or favor, regardless of the consequences."

No finance or accounting officer is to prepare, sign or certify any report or statement if he knows it contains a misstatement of any kind or is misleading by any omission. "His signature to a report," says the code, "must always be an assurance to the public he serves that the report is true and complete to the best of his belief and ability."

Finance officers are not to accept directly or indirectly any special favors or private pay for work they are "morally and legally" due to perform as public officials or governmental employees, according to the code. It forbids accepting any assignment outside the public service that conflicts with public duties.

The code also prescribes conduct for subordinate officers of finance departments. "A subordinate officer or employee shall be loyal to his superior officers," it provides. However, it is not considered disloyalty for a subordinate to discontinue giving aid and support "when his action otherwise is readily determinable as best serving the government of which he is an agent."

The code declares that while it is not unethical for subordinate officers to participate in political campaigns in behalf of an immediate superior, "it is preferable to take no part in political campaigns."

Four-Fifths Of Cities Over 5,000 Population Own Public Utilities

Four-fifths of all cities of more than 5,000 population own some type of public utility, the International City Managers' Association said today in a survey of 1,797 cities. Ownership of one or more utilities was reported by all cities of over 200,000 population.

Ownership of water works systems was reported by 1,249 cities, representing 72 per cent of the total. More than 800 cities own sewage disposal plants, while 634 cities own their own cemeteries, and 405 their own airports. Electric light plants are owned by 259 cities. About 50 cities own gas works.

Only 16 cities reported ownership of street railways, including Detroit, Mich., Philadelphia, Pa. and San Francisco, Calif. in the 500,000 or over population class.

The greatest activity during the last year was shown in the provision of sewage treatment plants with 90 more cities reporting construction of such plants in 1938 as compared with 1937.

* * *

Three New Use Tax States Brings Total To 17

Enactment of use tax laws by legislatures of three states---New Mexico, and North and South Dakota---brings to 17 the number of states which have adopted this tax law, the Federation of Tax Administrators said today.

The New Mexico and South Dakota laws take effect July 1, while the North Dakota tax went into effect March 14. The South Dakota tax rate is 3 per cent, while the other two states levy a 2 per cent tax. In each case, the tax is at the same rate as the retail sales taxes already in effect in these states. Both North Dakota and New Mexico allow sales taxes paid in other states to be offset against the use tax, bringing the number of states with this offset provision to nine. Twenty-three states have sales taxes.

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Six States Pass Pre-Marital Blood Test Laws, Others Pending

Six states have approved pre-marital blood test laws in current legislative sessions, bringing to a total of 16 the number of states with these marriage protection measures, the Council of State Governments reported today. Bills are still pending in nine other legislatures.

Pre-marital examinations for venereal diseases, first provided by Connecticut law four years ago to apply to both marriage partners, were made a requirement effective this year, or by 1940, in Indiana, North Carolina, North and South Dakota and West Virginia, with Colorado's law lacking only the governor's signature. Tennessee also enacted such legislation, but it must be approved by a second general assembly before it becomes effective. The ten states previously enacting the provision are Connecticut, Illinois, Kentucky, Michigan, New Hampshire, New Jersey, New York, Oregon, Rhode Island and Wisconsin.

States where bills are pending include Alabama, California, Iowa, Maine, Massachusetts, Missouri, Ohio, Oklahoma and Texas. In a few other states bills were introduced but failed to pass.

Altogether, 26 states provide some plan for prohibiting marriage of persons afflicted with venereal diseases. Besides the 16 requiring or about to require blood tests, ten states ask certificates or affidavits from one or both marriage partners asserting that they are free from these diseases. Four other states have laws prohibiting marriage of afflicted persons but do not provide means of prevention.

Penalties for false certification by physicians or other attempts to evade the law within the state are provided in most of the new laws, but penalty for runaway marriages across state lines to escape the blood test is not general. Some of the new laws set the validity period of the tests at 20 days. Others make 30 days the maximum lapse before another test must be taken. Provision of free clinical tests, except to the indigent, is exceptional.

Further extension of the pre-marital blood test laws is anticipated, according to the Council. At present states with laws report that upon first effect they act to reduce the number of marriages performed. Oregon, for example, in December made its blood test law applicable to both sexes. From December 1 to February 20, 1939, a total of 472 licenses was issued, compared with 1,349 licenses for the same period last year. Oregon, however, charges an examination fee of \$10, plus the marriage license fee.

Police Protection Costs Average \$5.16 Per Person In 1938

Nearly \$230,000,000 was spent for police protection by cities over 30,000 population last year, at an average cost of \$5.16 per person, the International City Managers' Association reported today.

The Association made its report after analyzing police protection cost figures from the 310 cities of over 30,000 population. The report will be published this month in the Association's "1939 Municipal Year Book."

The analysis showed that nearly \$200,000,000--or about seven-eighths of the total spent for police protection--was absorbed by 89,907 policemen's salaries. On this basis, 77 cents per person was spent for police costs other than salaries.

Per capita expenditures for police in the 13 cities of over 500,000 population were, on the average, more than twice as great as in cities from 30,000 to 100,000 population, the report showed. The per capita cost in cities of the latter group was \$3.11 as compared to \$7.37 for the larger cities.

Entrance and maximum salaries of policemen were higher in larger than in smaller cities, according to the report. In the 500,000 or more population class, the average entrance salary was \$1,913; the average maximum salary was \$2,377. In the 100-200,000 population class, the average entrance salary was \$1,693 as compared to an average maximum of \$1,997.

The 13 chiefs of police in the cities of 500,000 or more population received \$104,040 during 1938--at an average of \$8,003 each. New York City paid its police chief \$12,500, while police chiefs of three cities--Baltimore, Md., Chicago, Ill. and Detroit, Mich.--received \$10,000 each. The average salary paid chiefs of police in 26 cities in the 200-500,000 class was \$4,809, while the average paid in the 100-200,000 group was \$4,024.

Because total expenditures are a reflection of the number of police employees and salary levels, the Association said, it is to be expected that the larger cities, which have many more employees per capita as well as higher average salaries, will pay a larger per capita bill for police protection.

States Act To Centralize Administration Of Taxes

At least four states acted during 1939 legislative sessions to centralize the administration of major taxes, the Federation of Tax Administrators said today. A fifth state, Colorado, centralized administration of six major taxes under a director of finance as part of a general reorganization program.

Proposals for reorganization or centralization were adopted in Rhode Island, Alabama, Texas and Idaho, the Federation said. Similar proposals are pending before other legislatures, including Iowa, Minnesota and California. In addition, a Michigan tax study commission recommends such administrative changes.

Under the Colorado reorganization plan, the director of finance will administer income, motor fuel, sales, service, store license and use taxes. The administrative agency has four divisions -- collection, investigation, audit and control, and claims and refunds. Formerly, each of the taxes was separately administered and collected.

The Idaho tax commission is administering eight new taxes as result of legislative action. Administration of chain store and inheritance taxes was transferred from the commissioner of finance. Five taxes were transferred from the department of law enforcement, and one from the state treasurer.

Texas' legislature, in an effort to strengthen its tax administration, abolished the post of tax commissioner because, through lack of appropriations, it could not perform its statutory duties, and because the comptroller's office already was performing these duties. In Alabama, the legislature substituted a single revenue commissioner for a three-man tax commission, while Rhode Island's legislators recently combined the administration of several taxes as part of a general reorganization.

In two states there were changes involving decentralization, the Federation said. Wisconsin shifted the administration of beverage taxes from the tax commission, which had administered eight major taxes, to the state treasurer. Oklahoma changed from a one-man to a three-man tax commission.

Nine states now administer their eight major taxes through one authority. The taxes include property, income, sales, gasoline, inheritance, motor vehicle, tobacco and liquor levies. The states, and the authorities, include: Rhode Island, Department of Coordination and Finance; Georgia, Kentucky, North Carolina and Pennsylvania, Departments of Revenue; Oklahoma and Utah, Tax Commissions; New York, Department of Taxation and Finance; and Tennessee, Department of Finance and Taxation.

Public Housing Small Deterrent To Private Construction, Figures Show

Public housing programs were not a serious deterrent to privately initiated residential construction in 1938, an analysis by the National Association of Housing Officials indicated today.

For the first half of 1938, according to information from the United States Department of Commerce, private industry built 34 dwelling units per 10,000 population in the 10 metropolitan areas showing the highest volume of residential construction. In the same 10 areas, 9,646 dwelling units in public housing were either occupied, under construction or placed under loan contract prior to December 31, 1938.

For the 10 metropolitan areas with the lowest rates of residential construction, 5.4 dwelling units were constructed per 10,000 population by private initiative during the first half of the year. In the same areas, 14,274 dwelling units of public housing were occupied, under construction or definitely planned before the year was over.

The figures on public housing for the entire year were used, the analysis explained, since such developments even in the plan stage might conceivably affect private construction.

The analysis pointed out that construction by private interests in the metropolitan areas with high residential building volume was more than six times the amount in the areas where private construction lagged. Public housing construction in the latter communities, however, was only about one and one-half times more active than in the areas where private construction ran high.

Similar indications were shown at the time the complete PWA Housing Division program had reached the contract stage in 1937, the analysis pointed out. Practically no difference existed in private construction rates in the areas with government housing and those without.

Surveys made by the federal housing agencies in communities where public housing programs were under way have in many cases indicated a definite stimulation of private building in the neighborhood of the new developments, according to the Association.

S. J. H. P. A. - Finance

Outlay For Municipal Sanitary Facilities Reaches New High

Expenditure of \$136,000,000 in 1938 marked a new yearly high in outlay for municipal sanitary facilities, the American Public Works Association reported today. New sewerage facilities for smaller communities made up a large part of the improvements. Also included were extensions of sewer systems and improvements in many large treatment plants.

Federal government expenditures combined with local contributions and executed through federal works programs added materially to the extent of existing sewer systems and new installations, the report said. For the first 10 months of the year the combined works programs made allocations to a total of 1,547 sewer systems with an estimated cost of \$466,946,154, and to 197 combined water and sewer systems with an estimated cost of \$23,805,611.

Compared with 1935, when 22,200,000 people were being served by sewage treatment plants, the number in 1938 had risen to 40,884,754. The number of plants had increased by approximately 1,000, or more than 25 per cent.

Among the large sewage treatment plants completed and placed in operation during 1938 were those in Atlanta, Ga.; Buffalo, Niagara Falls and Onondaga County, N.Y.; Minneapolis and St. Paul, Minn.; Cleveland and Columbus, O. and Pueblo, Colo. Several of these cities also constructed intercepting and lateral sewers in conjunction with their new sewage treatment plants.

The report, which will appear in the 1939 Public Works Engineers' Yearbook to be issued this month by the Association, showed a reduction in the use of land as the ultimate disposal point for sewage, as well as in the use of contact beds and intermittent sand filters. These reductions, according to the report, are in line with trends toward methods providing higher degrees of treatment and the use of less actual space for sewage treatment works.

Oregon City Introduces New Disaster-Service Car

An all-purpose disaster-service car fitted with equipment to meet various types of emergencies has been added to the Portland, Ore. fire department, the International City Managers' Association reported today.

Designed and built after several years' study and investigation of needs for emergencies ranging from windstorms to gas explosions, the car's outstanding features are portable power plants and communications equipment.

The power plants are capable of flood-lighting a village or restoring lighting in a building after regular service has failed. The car carries a complete long-range public address system for broadcasting from loud speaker, radio or telephone, which enables officers to direct rescue work from within a burning building or from points far distant. Gas and smoke helmets carry radio receiving and sending sets. The car is equipped as a complete emergency hospital and first aid station and can serve as an ambulance to transport seven injured persons at one time. It can also be used as a field kitchen.

A squad of six firemen has been specially trained to operate the car.

* * *

Detroit Sets Low Mark In Traffic Deaths

Special policing of traffic accidents, to find out how, where and when they are most likely to occur, has aided Detroit in reducing traffic fatalities for March, 1939, to five--the lowest number for any month in 18 years, the International Association of Chiefs of Police reported today.

Detroit's accident prevention bureau, which supervises this "selective enforcement" of the traffic laws, was set up in September, 1937. From that time there has been a sharp reduction in traffic deaths, and in last year's nationwide traffic safety contest the Michigan city stood third.

March records of traffic fatalities in Detroit for the past 15 years had averaged 24. The five fatalities in March of this year resulted from three accidents, one of which took place within 100 feet of the city limits.

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Federal Aid Strengthens Nation's Flood Control Program

Strengthened by federal appropriations totaling \$386,500,000 and the authorization of 63 new construction projects in 1938, the nation's program of flood control and water conservation is moving forward as a major activity in government, a report to the American Public Works Association showed today.

Disastrous floods in the eastern states and the Ohio and Mississippi valleys in 1936 and 1937 gave impetus to the flood control program started in 1928, and the government increased its program of financing construction of dams, reservoirs and levees in the major river basins. Nearly \$60,000,000 was spent on new construction alone last year.

In addition, the Flood Control Act of 1938 authorized investigations and surveys for 105 new projects, making a total of 459 authorized to date, according to the report, by Abel Wolman, chairman of the Water Resources Committee of the National Resources Committee. The report will be published soon in the 1939 Public Works Engineers' Yearbook.

The major portion of last year's flood control work occurred in the Ohio valley, where the Muskingum river valley reservoir system, in Ohio, was completed in all but minor detail. This project, on which \$26,016,080 has been spent, includes 14 reservoirs having a combined water storage capacity of 1,126,400 acre-feet for flood control and 412,800 acre-feet for water conservation.

At the same time, a coordinated reservoir system for the protection of Pittsburgh, Pa. and the upper Ohio valley was under way. It will consist of 14 reservoirs on Ohio river tributaries, with 10 already authorized by Congress. Plans were approved for the Tionesta and Crooked Creek reservoirs in Pennsylvania, contracts for dams awarded, and actual construction started.

By the end of 1938, Tygart dam in West Virginia was all but completed at a cost of \$17,739,189; work was finished on the construction camp, and power lines and sub-stations for construction of three dams on the Little Tallahatchie river in Mississippi; and four reservoirs, to cost \$27,199,000, were planned for the Arkansas river basin. Construction camps and roads were built for two of the reservoirs--the Fort Supply and Great Salt Plains reservoirs in Oklahoma.

Construction of three dams on the Connecticut river--at Union Village, Vt., Knightville, Mass. and Surry Mountain, N.H.--were delayed by lack of agreement on reimbursement of state and local groups for prospective loss of tax base in the reservoir areas. On the nearby Merrimack river, however, preliminary surveys for five dam sites were completed and specifications for the first reservoir completed.

On the Pacific coast, channel improvements in the Los Angeles county area, damaged by the recent floods, have been repaired and the program of building new levees and strengthening old ones is continuing.

* * *

Cleveland Attacks \$10,000,000 Annual Smoke Damage Problem

Smoke prevention

A smoke control project to reduce a \$10,000,000-a-year smoke damage bill is under way in Cleveland, O., the International City Managers' Association reported today. The damage is caused by about 100,000,000 pounds of soot--100 pounds per family--entering the Cleveland atmosphere annually, according to recent surveys.

Extra expenditures of about \$2,600,000 a year for cleaning of clothes, curtains and draperies result from this smoke nuisance, according to city and Works Progress Administration smoke technicians cooperating in the project. In addition, soot obscures the sun's rays, and destructive gases in the smoke stunt or kill trees, grass and foliage.

The smoke abatement program first involves determining the amount of smoke and soot expelled by furnaces, industrial plants and mills; the inspection of heating, power and incinerator units to determine the type of equipment used; the size of smokestacks, and the gathering of information as to kinds of fuel used and the manner of stoking.

Upon completion of the survey, civic authorities plan to form a smoke abatement association. Smoke ordinance violators will be urged to comply with abatement regulations, and owners of furnaces and other heating units will be instructed in the best methods for avoiding excessive smoke.

The survey has shown, so far, that steel mills and other industrial plants in a given area are less serious offenders in the matter of excess smoke than are apartment houses. The large industrial plants employ technical experts to see that their fuel is used efficiently, while most apartment houses and small factories do not follow this practice, the survey points out.

Several other cities, including St. Louis, Mo., New York City, Pittsburgh, Pa., Indianapolis, Ind., and Chicago, Ill., are making or have made smoke surveys or air pollution studies. In St. Louis, information gathered to determine the number and classification of buildings equipped with heating appliances is used to help enforce a new city smoke abatement ordinance.

Pittsburgh, in a drive against the smoke nuisance last year, enlisted the cooperation of its citizens. Dairy company employees delivered to 100,000 homes a questionnaire relating to personal health histories which might reveal respiratory ailments caused partially by the smoke-laden atmosphere. At the same time, a survey similar to that of Cleveland was made.

Legislative

Two States Bolster Assessment Laws To Halt Tax Avoidance

Two states--North Dakota and Washington--have enacted new assessment laws this year to aid in the general tightening of tax avoidance on merchandise, the National Association of Assessing Officers reported today.

These states joined the 16 which base the valuation of merchandise on the average inventory for the full preceding year instead of on the inventory as of the assessment date.

Under the average-inventory law tax avoidance is less likely, assessment officials claim, because it makes useless any plan of merchants to reduce their stock on assessment dates in order to keep valuations low.

North Dakota merchants, for example, will take inventory on the first of every month, and their annual assessment valuations will be based on the 12-month average. The new Washington law provides for averaging the stocks of raw materials, goods in process and finished goods of manufacturers and merchants, when the amount on hand on the assessment date "does not fairly represent the average inventory."

Other states following the average-inventory plan include Alabama, Arkansas, Connecticut, Florida, Idaho, Iowa, Kansas, Maine, Maryland, Missouri, New Hampshire, New Mexico, Ohio, Oklahoma, Tennessee and Wyoming. Utah passed such a law in 1937 but the 1939 legislature repealed it.

In several states other proposals have been passed or are pending to aid in strengthening assessment procedure in connection with merchandise, the Association said.

Washington revised its assessment law relative to exemption of goods brought into the state and held in temporary storage pending reshipment. The new amendment provides that such goods will be assessed on January 1 and the assessment subsequently cancelled on satisfactory proof of shipment to points outside the state on or before April 30. Iowa, in a pending proposal, would make property acquired between January 1, the assessment date, and April 1, assessable and taxable in that year.

Measures are pending in several other states to change assessment dates to January 1. Eighteen states now assess on or about January 1--twice as many as assess on any other date in the year. Officials declare that a completely uniform assessment date would be another step toward tax equity, since it would eliminate opportunity to ship merchandise from warehouses in one state to storage in another to escape assessment.

Budget, Capital

Oregon Cities Permitted To Set Up Pay-In-Advance Plans Of Financing Improvements

Oregon municipalities may lay up cash reserves to finance new public improvements under 1939 state legislation just passed, the Municipal Finance Officers' Association reported today.

Enactment of the new law, which authorizes serial levies and sinking funds for specific anticipated construction, adds Oregon to a small though expanding list of states making this provision during the last year or so, according to the Association.

California passed a law in 1937 permitting municipalities to set aside funds for capital improvements in advance of their purchase or construction. The cities of Topeka, Kans., Hartford, Conn. and Lincoln, Neb. have been authorized by state legislatures to adopt the reserve fund plan of financing future improvements. Under its new charter effective in 1938 New York City may issue serial bonds for this purpose, and must prepare a separate budget for capital outlays.

Reserve funds for financing non-recurrent capital improvements are of special advantage to small municipalities, according to a forthcoming manual on local debt management by the Association. The plan is cheaper than borrowing because it avoids interest payments. If it does not eliminate borrowing entirely, it reduces the amount of bonds and the term of years for which money would have to be borrowed.

The main danger, the manual points out, is that the fund is apt to be diverted from its original purpose and used for current purposes. Taxpayers, also, dislike to contribute to something from which they do not yet benefit.

Both the California and Oregon statutes provide protection against these dangers, according to the Association. The new Oregon law permits counties, school districts, cities and towns "to levy taxes serially to provide funds in advance for financing the cost of construction, reconstruction, improvement, betterment, repair or rehabilitation of public building and public works projects."

A majority of the electors of any municipality must approve the tax levy and set its term. In any event the term is not to exceed five years, and levies each year are to be alike. Funds from these taxes are kept separate from other funds and are to be expended only for the purposes for which they were created, unless conditions arise which, in the opinion of two-thirds of the governing body, make further accumulation unnecessary. At this point, the voters must approve transfer of the money to the general fund.

Demands Increase For Large-Scale Housing In Restricted Residential Areas

Growing demands for methods to permit development of large-scale housing projects within single-residence areas are challenging attention of many city plan commissions, the American Society of Planning Officials said today. The projects include apartment houses and group houses of two or more family units.

Projects of this type have been barred from single-residence zones in the past because they usually disturbed zone uniformity. They frequently tower above neighboring homes, or lack yards and parking areas. Demands for their development increase, however, as the shortage of proper housing facilities becomes more acute.

Planning officials of several cities, believing that with proper restrictions such developments may be a credit to any residence zone, have cooperated with sponsors of the projects, the Society reported. The planning commissions have established standards of architecture and design which are acceptable under zoning regulations. The Chatham Village project in Pittsburgh, Pa. and similar developments in the vicinity of Washington, D.C. are examples of such projects, the Society said.

Spokane, Wash., when considering applications for large-scale projects, requires that the applicant file with the plan commission his architectural plans, showing in detail the interior and exterior design of the proposed structure. A description of proposed landscaping improvements and car-parking areas also must be filed. The wishes of residents of the neighborhood are consulted, and if the project is agreeable to them the zone classification is altered to allow for construction of the project. It must be developed according to specifications submitted to the plan commission.

Planning authorities have suggested two provisions which may be contained in zoning ordinance amendments permitting large-scale developments in single-residence areas. One would permit such developments if they furnish all the yard and parking facilities that would be required of an equal number of single residences; the other if architecture and design are satisfactory. Amendments of this type would not involve changing the zone classification of a particular property or area to allow for construction of a non-conforming building.

Although there is no uniform method for solving the problem, the Society said that a procedure which is legal with respect to the zoning ordinance, and which meets the needs of the community, is of major importance.

Six States Work Toward Centralization Of Archives

Action by six states during the last few years to house all public records in centralized collections marks a growing trend toward changing state archives from historical depositories into up-to-date reference files, a report to the Council of State Governments said today.

The states which recently improved their records systems include Maryland, which opened a Hall of Records in 1934, and Illinois, which in 1938 dedicated a \$750,000 building for the archives division of the state library. Alabama has under construction a \$400,000 central unit to house its department of archives and history. Arizona, Indiana and Vermont have created special commissions to study the problem of centralized record keeping.

Modern archives of state governments are managed under three general plans, the report said. Fourteen states entrust their records to the state historical society, board or commission. Approximately 10 states delegate the archival work to the state library. A number of the remaining states put these departments in charge of an elective official, making no provision for trained archivists.

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New York Authorizes Nation's First All-Municipal Housing Program

New York City soon will embark upon the nation's first housing program financed entirely by a municipality, the National Association of Housing Officials said today. The plan, involving projects which may total \$10,000,000, will be financed by a special city tax on rented business properties.

The program was assured by an amendment to the city's administrative code authorizing the city housing authority to issue bonds which, housing officials say, will be liquidated over a period of time by the special tax.

The first project, expected to be started within two months, will be a \$2,000,000 development on Manhattan's lower east side, housing about 270 families. It will be built adjacent to a 1,500-unit federal project costing about \$9,200,000. The two projects will be known as Vladeck Houses and Vladeck Federal Houses, in memory of the late city councilman largely responsible for the development of the New York City municipal plan.

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Four States Adopt Civil Service In 1939 Legislative Sessions

With Minnesota's approval of a new state civil service law just before legislative adjournment last week, four states have placed their employees under the merit system during 1939, the Civil Service Assembly of the United States and Canada reported today. Alabama, Rhode Island and New Mexico adopted merit systems in March.

All four new state acts establish broad personnel programs, according to the Assembly. Besides entrance examinations, the various laws provide for classification of positions, uniform salary plans, employee training, and systematized promotions and transfers based on service ratings.

The Minnesota statute, like those adopted by several other states within the last few years, requires appointment of a state personnel director through competitive examinations which are open to residents outside as well as within the state. More than 5,000 employees will be covered.

The New Mexico Merit System Commission was authorized under the state's new law to administer civil service provisions for employees of state institutions, the state police, and the port of entry board. The merit system may be adopted by cities of the state by ordinance.

Rhode Island, like Minnesota, will waive the residence requirement in selecting its personnel administrator. A special examining committee has been appointed by the new Rhode Island Civil Service Commission to conduct the examinations.

Alabama, which was the first state this year to adopt a merit system law, has already chosen its personnel board and director. A strict prohibition on the political activity of civil service employees is included in the Alabama law.

Seventeen states now operate under merit system laws -- nearly double the number in existence up to two years ago. With 1939 additions, the states include: Connecticut, Maine, Michigan and Tennessee, which enacted laws in 1937; and California, Colorado, Illinois, Maryland, Massachusetts, New Jersey, New York, Ohio and Wisconsin.

Merit system bills are still pending in Iowa, Missouri, Nebraska, New Hampshire and Pennsylvania.

Among states enacting other civil service legislation this year was Kansas, which voted to submit a constitutional amendment on the provision at the next election. Idaho provided that employees of the new Fish and Game Commission and the Department of Public Welfare are to be selected under the merit system.

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Motor vehicles - parking

New Michigan Law Permits Cities To Finance Parking Space

A new Michigan law allowing cities to issue revenue bonds to finance the purchase or construction of municipal parking facilities is the first law of its kind to be enacted by any state, the American Society of Planning Officials reported today.

The law places the operation of parking lots or other facilities on the same status, with regard to revenue bonds, as sewage disposal, water supply or any other municipal activity financed by such bonds. Bonds of this type must be retired from earnings of the project for which they are issued.

Michigan's legislature enacted the law at the request of the city of Battle Creek, which had sought a federal grant to assist in construction of a \$220,000 overhead parking structure. Public Works Administration officials doubted the legality of a revenue bond issue to finance the city's share of the cost, and the legislature amended an existing law to make bonds issued for this purpose legal.

The legislature's action was significant in that it provided a way for construction and operation of permanent parking areas, planning officials believe. Under private ownership, a parking lot owner suddenly may decide to sell his lot as a building site or for some other purpose, forcing motorists to renew their search for parking facilities. There is also the possibility that parking charges may be lowered under public ownership, once the financing bonds are retired.

The problem of increased parking charges in New York City has resulted in the drafting by city officials of a bill similar in purpose to the new Michigan statute. Under the proposal, the city may legally construct and operate its own parking garages. The bill will be placed before the state legislature.

The action was taken after city officials considered reports of increased charges for parking in Manhattan. They believed this would lead to increased parking on the streets in violation of the one-hour parking limitation, and add to traffic congestion.

At least 35 cities own municipal parking lots, but for the most part they utilize city-owned land for the purpose. With exception of a small sum, ranging from \$50 to \$200 a year for maintenance, most cities spend little money on the lots and ordinarily no attendants are supplied. Only two or three of the cities charge a fee for the parking.

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Remodeled Buildings May Provide Low-Rent Public Housing

() Housing - Remodeling

Remodeling of old large-scale housing developments by public agencies may occupy a place on the low-rent housing scene along with new construction, in view of recent action by several cities, the National Association of Housing Officials noted today.

The Association cited a rehabilitation project at Chicopee Falls, Mass. as one successful attempt to renovate on a large scale. This remodeling of 216 dwelling units was developed in 1937 by the Chicopee Housing Corporation, a private agency granting limited dividends. A loan from the RFC Mortgage Company and mortgage insurance from the Federal Housing Administration helped finance the \$190,000 cost, and the Massachusetts State Board of Housing supervised the planning.

Success of the project, the Association said, depended upon the fact that land prices were not boosted because of over-intensive building, while the houses were of sound construction and easy to modernize. Rents for this project average \$4.00 per room per month.

The Holyoke, Mass. Housing Authority, on the other hand, gave up rehabilitation plans for three blocks of "company houses" built about 1870, when it found that remodeling would bring rents higher than those achievable by new construction. The Holyoke authority decided to clear the entire site and redevelop it with new housing.

Another type of large-scale rehabilitation, the Association pointed out, is found in joint efforts of the Baltimore Housing Authority and the Home Owners' Loan Corporation. Baltimore is considering a plan to reclaim a 50-block neighborhood in the city with this means of financing. The New York Building Congress, a group of private interests concerned with housing, also has attempted to work out methods for pooling properties in areas of one block or more, to carry on orderly large-scale rehabilitation.

Revision Of Assessment Review Agencies Recommended

"Wholesale revision" of the present organization for the review of property tax assessments by state and local governments is recommended in a report made to the National Association of Assessing Officers today by its Committee on Assessment Organization and Personnel.

The report recommends the consolidation of local review districts, which total approximately 17,000 in the United States, into districts large enough to provide for a full-time administrative assistant. At present, almost every assessment district has its own review agency, and usually it is too small to provide trained persons to hear taxpayers' appeals.

Local and state boards of review are recommended for most states in the report. This type of review organization, as found in 21 states, permits "the weeding out of frivolous appeals and the correction of simple errors" by local boards, which are readily available and less expensive than judicial procedure. At the same time, it guarantees full protection to the taxpayer by holding open a further appeal to a well-qualified state agency.

The report also recommends that the assessor, if not a member of the local review agency, be required to attend its sessions in person or by deputy. Local assessors now are board members in about 20 per cent of the county assessment districts, in about 15 per cent of the township districts, and about 25 per cent of the municipal districts.

Members of review agencies should be appointed, not elected, to office and should be chosen on the basis of their qualifications for the duties, the report says. The board of review should ordinarily be composed of three or five members, serving five- or six-year terms, with provision for removal for cause, the report says.

Compensation of the review agents, in the opinion of the committee, should be not less than \$10 a day, in some cases not under \$25, and where the district is large enough, an annual salary is preferable. Persons who serve on local boards of review, the committee found, usually receive \$5 or less a day and seldom earn more than \$100 a year. Members of state reviewing agencies almost always have year-around employment at a typical salary of \$5,000.

While review agencies cannot compensate for poor original assessment, the report points out, "a poor review agency, especially when granted broad powers to alter the roll on its own initiative, can ruin a good assessment as effectively and as irreparably as a poor assessor."

Branch City Halls Suggested For Large Cities

Establishment of branch city halls in large cities for the convenience of citizens is suggested in a study issued by the International City Managers' Association today.

The study, made by Clarence E. Ridley and Orin F. Nolting, director and assistant director of the Association, pointed out that a number of large cities already administer certain functions by districts, but that the district offices for one city service, such as police or fire, rarely relate to requirements of other departments.

It was suggested that cities mark off the administrative districts with somewhat flexible boundaries, to establish the branch city halls. The districts "would bear no relation whatever to ward or political areas but would be determined on such bases as social cleavages, best size for economical operation and convenience to the public." The branch city halls would thus localize city services, and at the same time coordinate them for the entire city.

In metropolitan centers each district might contain up to 300,000 people, according to the study. In the moderate-sized cities, districts of 100,000 people would be feasible.

A representative appointed by the city's chief administrator, mayor or city manager, would have charge of each branch city hall. "He would not exercise any direct control over the city's departmental representatives in the district," the study explained, "but would aid them in coordinating municipal services within the area. He would also watch for the special needs of his district, and translate them into the general municipal budget program."

The branch city hall would be "a general information, complaint and advice center." District offices of the health, welfare, and other departments would be housed there. It "might even be used by the state for certain functions such as the sale of automobile licenses," the study said.

Decentralizing municipal activities in this manner, it declared, "should not only make public services more readily accessible to the public but also permit a higher degree of coordination of the work of the several departments.... The end result would be to recreate a responsiveness on the part of the individual citizen to his local government that is now noticeably lacking, especially in large cities."

Tax Discounts Hurry Collections In New York Cities

Discounts for prompt tax-paying are resulting in high collections for 13 cities in New York state this year, it was reported to the International City Managers' Association today.

New Rochelle, one of the 13, found county taxes paid up five months in advance of the due date, the total amount in excess of one million dollars. This city allows a discount of 2 per cent per annum on the second, third and fourth installments from date of payment to respective due date.

Of the other cities, Albany, which gives a one per cent discount for payment within five weeks, and one-half per cent within two months, collected nearly 80 per cent of the 1939 tax budget during the first discount period. Syracuse collected more than 45 per cent of its total taxes within the discount period, Utica, 30 per cent, and Kingston, 35 per cent. Collections in other cities following the discount plan ranged from 4 to 10 per cent in the "special rate" period.

Cities in a number of other states allow the discount, although authorities have pointed out that it actually must be figured into the tax bill to start with.

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Sale of Fertilizer Helps Finance Milwaukee Sewage Disposal Plant

The Milwaukee, Wis. sewage disposal plant, through sale of about 50,000 tons of fertilizer annually, finances approximately one-half of the yearly cost of operating the plant, the American Public Works Association said today.

Sold at prices ranging from \$10 to \$20 a ton, this fertilizer---known as sludge---produced \$767,387 during 1938. The gross cost of operating the sewage plant, excluding interest on bonds and sinking fund, was approximately \$1,225,000 last year.

The production and sale of the fertilizer on a commercial basis was started in August, 1926, about a year after the disposal plant was completed.

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Sixteen States Seek Anti-River Pollution Compacts

Anti-pollution compacts to control and correct the flow of sewage in four of the nation's major river basins have been approved, or are under consideration, by 16 states and the District of Columbia, the Council of State Governments reported today. The rivers are the Ohio, Delaware, Potomac and the Red River of the North.

Requirements for regulation of the flow of sewage, industrial waste and other polluting matter are established by the compacts, drawn by representatives of participating states. Administrative costs are prorated. Such interstate compacts may operate only under congressional approval.

Nine states are included in the Ohio River Valley Water Sanitation compact. Indiana and West Virginia legislatures ratified the agreement recently, and it now is pending before legislatures of Illinois, New York and Pennsylvania. Ohio, Kentucky, Tennessee and Virginia are the other states wishing to participate in the compact.

Five states must ratify the Ohio compact before it becomes effective, and states ratifying the agreement must see that all sewage flowing into the Ohio river system is so treated as to remove settleable solids, and at least 45 per cent of the suspended solids. The compact's administrative expenses will be prorated on a land and population basis. Illinois, for example, would pay 5.2 per cent of the costs; Indiana, 16.25 per cent; Tennessee, 10.4 per cent; and New York, 1.1 per cent.

Formation of the Potomac Valley Conservancy district for abatement of pollution in the Potomac river watershed has been announced by representatives of West Virginia, Virginia, Maryland, Pennsylvania and the District of Columbia. The compact, which must be ratified by the various state legislatures, provides for establishment of a permanent body of three members from each state and three to be appointed by the President. A budget of \$12,000 was approved for the first year of operation.

Four states---New York, New Jersey, Pennsylvania and Delaware---have set up an interstate administrative agreement for correction and control of stream pollution within the Delaware river drainage basin. Ratification of the plan by the state legislatures is not necessary, and the various departments of health already are proceeding under the agreement.

The compact for prevention of pollution in the Red River of the North, which separates North and South Dakota, and Minnesota, has been approved by the three states. This agreement also contains water conservancy provisions.

1 Real property - Section

Property Taxes Sink To New Low As State Revenue Sources

General property taxes, which 25 years ago produced 51 per cent of all state tax revenues, now rank eighth among state tax sources, the Federation of Tax Administrators reported today. States now rely on the various sales and income taxes as the major sources of state tax income.

The steady decline of general property taxes in revenue production---from 51 per cent in 1915 to 20.8 in 1931 and 7.8 per cent in 1937---was matched by a corresponding increase in revenues produced by motor fuels and other sales taxes.

Motor fuels taxes alone jumped from 7.9 per cent in 1925 to 17.5 in 1929, and to 20.0 in 1937, the Federation said. The other sales taxes, including tobacco, liquor, and general sales taxes, yielded another 20 per cent in 1937.

The Federation noted, in connection with this shift in the state tax base, that the taxes which superseded property taxes were new in the state fiscal picture. The gasoline tax was adopted first by Oregon in 1919, and by the other 47 states by 1929. Motor vehicle licenses, which produced only 4 per cent of the total tax receipts in 1915, yielded 9.5 per cent in 1937. The income tax yield went up from 0.1 per cent in 1915 to 10 per cent in 1937.

To complete the tax revenue structure, the Federation listed percentages produced in 1937 by the remaining four of the nine major tax types listed. They include: business and license taxes, 12.1 per cent; payroll taxes, 9.2 per cent; inheritance taxes, 3.7 per cent; and other taxes, 7 per cent.

Property taxes still are the major sources of local revenues, the Federation said, but here, too, there has been a marked decline. Property taxes yielded 81 per cent of local revenues in 1906, dropped to 62 per cent in 1911, went up to 67 per cent in 1932, and then fell off to 60 per cent in 1936.

If total state revenues, including non-tax receipts such as earnings of various municipal departments, rents, and grants-in-aid, are considered, the largest single item of revenue in 1937 was grants-in-aid from the federal government, the Federation said. The latter type of income amounted to 16 per cent of the total in 1937, compared with 1.2 per cent in 1915 and 8.3 per cent in 1925.

Accidents, Traffic

California Studies Causes Of Police Accidents, In Safety Campaign

Accidents in which 766 California Highway patrolmen were killed or injured from 1931 to 1939 have been analyzed to show the cause in an unusual campaign to promote safety within law enforcement organizations, the International Association of Chiefs of Police reported today.

Chief E. Raymond Cato of the California patrol made the analysis because, he said, "too little thought is given to the safety of the officer himself." He listed 27 accident causes, 18 in which the officer only was involved or at fault, and nine in which operators of other machines were to blame. Men on motorcycles were involved in all but a few of the accidents, as the patrol uses only a few automobiles.

"Officers might do well to study the causes of these accidents," Chief Cato said. "They show the ways in which our men were injured, and what other drivers did to bring the officer to grief."

Results of the analysis showed "it is the old hand who avoids trouble," Cato said, pointing out that 252 of the officers injured or killed had been in the service one year or less, 85 were two-year men, 77 three-year men, and on down to three injured who were 13 year men. Only 13 men who had been in the service 15 or more years were injured during the eight year period.

Skidding on oil, water, ice, sand or gravel accounted for 201 of the accidents in which only officers were involved. Forty-six officers lost control of their machines, 21 struck animals, and 11 turned in front of other machines. Other causes included locked brakes, passing without clearance, failure to make curve, blowouts, passing at intersection, lights failing, and passing through a red light.

Of accidents caused by other operators, the analysis found that 127 drivers made left turns in front of the officer, 84 failed to yield the right-of-way at an intersection, 43 were on the wrong side of the road, 37 turned in front of the officer, and 21 crowded the officer from the pavement. Other accidents were caused by drivers stopping suddenly in front of an officer or running into his machine, backing out of parking zones, or by pedestrians walking in front of the officer's machine.

Of the 766 accidents, 431 occurred between intersections on straight streets and highways, 260 at intersections, 71 on curves. At the time of the accident, 24 officers were making right turns, 23 left turns, 29 passing another vehicle, 15 making a U-turn, six starting the motor, and 53 driving straight ahead.

Unemployment relief, Chicago

Work relief - WPA

WPA Wages Comprise 63 Per Cent Of Relief Bill For 116 Cities

Sixty-three per cent of a \$1,432,307,000 relief bill for 116 cities in 1938 was for wages for workers on WPA projects, a report from the International City Managers' Association showed today.

The WPA wage bill paid by the federal government for these cities amounted to nearly \$900,000,000 for the year.

Aid for special groups of unemployables such as the aged, the blind, and dependent children, accounted for 14 per cent of the relief outlay, the survey, based on figures from the Social Security Board, showed. General relief amounted to 23 per cent. State and local funds contributed all the general relief and a major portion of the amount for special assistance.

Cities spent from one cent to \$16.83 per capita for general relief, which included their contributions for materials on WPA projects, direct relief in cash and goods, and aid to needy veterans. The average per capita expenditure was \$4.00.

For the special types of public assistance, per capita expenditures for these cities last year ranged from \$1.13 to \$13.75, although only three cities went over the \$10 mark.

Private contributions for relief distribution remained under 2 per cent of the total bill in 1938, as they had during the past four years. This represents a drop from 25 per cent in 1929.

Relief bills of the cities vary, the report explained, because of the difference in financial ability of states and localities to provide funds for general relief and for participation in the programs under the Social Security Act. Communities differ with respect to standards of relief, cost of living, and general economic conditions, the report also pointed out.

State supervision of local finance

State Supervision Of Local Property Assessment Increases

In harmony with the spreading policy of state assistance to local assessors of property taxes, Arkansas and California have within the last year added supervisory divisions to their state tax departments, the National Association of Assessing Officers reported today. Similar plans have been recommended recently for Colorado, Maine and West Virginia.

State supervision and cooperation are practiced in some degree in all but six or eight states for the purpose of improving original assessments, according to the Association. In states where the systems have been most highly developed, supervision operates by geographic districts or according to types of property.

Best-known of the states using the geographic division is Wisconsin, which Arkansas is using as the pattern for its new organization. Wisconsin first elected county assessment supervisors in 1901, abolished the offices in 1911 when the state income tax was adopted and replaced them with appointed assessors of income who also supervised local property assessments. Later a new office--supervisor of assessments--was created and the number of districts set at ten.

Arkansas has been divided into seven supervisory districts. Supervisors in charge are to visit local assessors and help work out difficult and unusual assessment problems. They are also to aid the state corporation commission in tax equalization. Other states which follow the geographic plan of supervision include Illinois and Maryland.

Supervision according to types of property is illustrated by the system recently created in California, the Association pointed out. In this state, the board of equalization has created a division of assessment standards with a full-time director. Assessment experts head five departments--oil, forest, farm land, urban land and buildings--and each performs the supervisory job for all local assessors in the state.

Seven States Add Hospital Insurance Enabling Acts

Eighteen states, including seven added this year, have passed special enabling acts permitting non-profit hospital service plans under regulation of their insurance departments, a report to the Council of State Governments showed today. In nine more states the voluntary hospital insurance plans are operating without the acts.

New York state passed the first enabling legislation in 1934. Additions of 1939 are Maine, New Hampshire, Rhode Island, Iowa, Ohio, New Mexico and Vermont, with bills still pending in three or four other states. Other states with the permissive laws are Alabama, California, Illinois, Mississippi, Georgia, Maryland, Massachusetts, Pennsylvania, Kentucky and New Jersey.

Approximately 60 different hospital service plans are operating in 24 states, according to the report. The plans at present include more than 3,000,000 subscribers who are guaranteed a certain number of days of hospital care for monthly contributions ranging from \$0.50 to \$1.00 per person.

Although varying in detail, the plans, under state laws, provide for a joint guarantee of service by local member hospitals. The number of hospitals in each plan ranges from one in Kingsport, Tenn. to more than 300 in New York City.

* * *

Test Speed Signs On Indiana Road Curves

Signs showing safe maximum speeds for curves under normal driving conditions are under test as an accident preventative in Indiana, the American Public Works Association reported today.

The road markers, which are mounted directly above standard curve signs, have just been installed by the Indiana Highway Commission along a 98-mile highway between Indianapolis and Paoli, Ind. which carries heavy passenger and truck traffic.

The signs are ten inches square, with black numerals on a white ground, and are reflectorized for night illumination.

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News Bulletin of
PUBLIC ADMINISTRATION CLEARING HOUSE
1313 East 60th Street, Chicago, Illinois

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States, Cities Attempt To Curb Accidents By Car Inspection

New York and West Virginia, by 1939 legislative action, have brought to 17 the number of states requiring compulsory motor vehicle inspection, the International Association of Chiefs of Police reported today. The inspections are designed to remove mechanical defects which may result in death or injury on the nation's highways.

In addition, the legislatures of three states--Maine, New Hampshire and Vermont--have amended their compulsory inspection laws to make them more strict. One state, Arkansas, repealed its compulsory inspection law this year. State officials said it was "too stiff," and that motorists of the state "are not yet ready for it."

Other states having compulsory inspection laws are Colorado, Connecticut, Delaware, Maryland, Massachusetts, Nebraska, New Jersey, New Mexico, Pennsylvania, Utah, Virginia and Mississippi. In Mississippi the law is inactive pending settlement of a law suit.

The Association pointed out that six other states--Illinois, Minnesota, Iowa, Oregon, Tennessee and Texas--have adopted laws permitting all or certain cities within the state to require periodic inspection of motor vehicles.

Under such permissive legislation, or by local ordinance, at least 18 cities in 12 states and the District of Columbia have set up compulsory inspection laws. The cities include Memphis and Knoxville, Tenn., Chicago and Evanston, Ill., Des Moines, Sioux City and Wisconsin, Ia., Cincinnati, O., Billings, Mont., Miami, Fla., Omaha and Lincoln, Neb., Portland, Ore., Seattle, Wash., Little Rock, Ark., Oklahoma City, Okla., Milwaukee, Wis. and Washington, D.C.

Memphis officials, when the inspection system first was installed in 1934, found defective two-thirds of the cars seeking inspection "stickers," the Association said. Portland rejected more than 100,000 cars and trucks, and Chicago and Des Moines each rejected about half the automobiles that underwent examination. Estimates of the National Safety Council, the Association said, are that 69 out of every 100 cars which pass through municipal testing stations are rejected as unsafe.

Brakes, head and tail lights, wheel alignment, steering gear, windshield wipers, horn, tires and rear view mirrors are subject usually to testing under most inspection laws. Some states and cities charge no fee for the service; others charge fees ranging up to 50 cents.

Standards for determining proper condition of mechanical equipment still are incomplete, the Association said. However, various safety organizations are experimenting with inspection procedures to determine a standard, effective inspection schedule.

Apprentices Train For City Hall Jobs In 18 Cities

Eighteen cities report successful use of the apprentice system to train recruits for administrative jobs in municipal government, according to a study released by the International City Managers' Association today.

Including Cincinnati, O., which has 87 municipal university students working part-time in the city hall, the 18 cities employ a total of 108 apprentices, the study showed. Other cities in the group include Dallas and Wichita Falls, Tex. and Stoughton, Mass., which have been training apprentices since 1934; San Diego, Calif., Toledo, O., Morgantown, W. Va., Beloit, Wis. and Westerville, O.

The administrative job-learners in the 18 cities all are college graduates, educated mainly in political science, public administration or engineering. Few of them had had previous experience before entering apprenticeship. Their ages range from 21 to 34 years.

During the job-training period, which may last one year or longer, the apprentices work for salaries ranging from \$50 to \$175 a month in the 18 cities. Their duties vary. San Diego assigns them to staff work under supervision of the budget office. Dallas treats apprentices as regular employees and assigns them to various phases of work in city departments. In Wichita Falls the apprentice assists the city manager in preparing the annual budget, makes special studies of revenue and expenditures, keeps personnel records and answers routine correspondence.

Ten of the 18 cities said that their apprentices enter training with the understanding that satisfactory work will gain them permanent appointment. Eight former apprentices of these cities later became city managers, the report said. Others took municipal appointments such as engineer, housing authority official and general clerk. A number went into state service. Only three changed their fields to private business following their apprentice training periods.

Local Housing Authorities Quadruple In Last Year

The 229 public housing authorities now operating in cities represent a 400 per cent increase over those in existence a year ago, a survey by the National Association of Housing Officials showed today. Most of the cities over 200,000 population now support public agencies to promote improved housing for lower income families.

Ninety-eight of these local authorities have contracted for \$377,876,000 in loans from the United States Housing Authority, to build 181 housing developments. This is an increase of more than \$56,000,000 since the first of the year and comes within \$275,000,000 of the total funds ear-marked from current federal loans for public housing.

In addition, approximately 15 cities where authorities had been set up in 1938 were shown to have property surveys under way preparatory to laying plans for low-rent housing projects on the basis of actual dwelling needs. Among these cities are Denver, Colo., Key West, Fla., Muncie, Ind., Savannah, Ga., Great Falls, Mont. and Long Branch, N.J.

Most of the cities are financing their 10 per cent share of project costs through bond issues, according to the survey. The annual local subsidy necessary under terms of the United States Housing Act is usually in the form of tax exemption. This subsidy must be at least one-fifth of the annual federal contribution.

Significant for the future of public housing, according to the survey, is the fact that local and federal housing authority estimates of building costs were found to allow a 15 to 25 per cent margin of safety according to the first construction contracts awarded.

Biggest problems of the local housing authorities, the survey disclosed, are acquiring sites at prices low enough to keep project costs down, and working out policies of tax exemption satisfactory to the cities.

Information in the survey will appear in the Housing Yearbook of 1939, to be issued soon by the Association.

Increased Tobacco Tax Revenues Shown By Survey

A trend toward increased state tobacco tax revenues is shown in reports from 20 of the 21 states levying this tax, the Federation of Tax Administrators said today. Fourteen states collected more revenue from this source in 1938 than in 1937, despite a decline in overall collections caused by "abnormal factors" in Connecticut.

Collection increases ranged from \$378,944 for Texas down to \$10,361 for South Carolina. The other states reporting increased collections were Arizona, Arkansas, Georgia, Iowa, Kansas, Kentucky, Louisiana, Mississippi, North and South Dakota, Utah and Washington. Decreases ranged from \$1,351,631 for Connecticut and \$440,604 for Ohio, down to \$9,949 for Alabama. Oklahoma, Pennsylvania and Tennessee also reported decreased collections.

The Connecticut decrease was caused by a reduction in the discount on stamp purchases beginning with the 1938 fiscal year. To take advantage of the larger discount, distributors purchased large quantities of stamps at the end of the 1937 fiscal year, causing abnormally large revenues in 1937 and the corresponding decrease in 1938.

Although caused primarily by the large Connecticut decline, the fact that overall collections dropped from \$56,011,000 in 1937 to \$55,551,000 in 1938 may have been due in part to interstate tax evasions which, the Federation said recently, amounts to more than \$3,150,000 in seven states alone.

Substantially greater tax collections may result in at least two states--Washington and Vermont--from legislative action this year, the Federation said. Washington doubled its cigarette tax from one to two cents a pack, and reduced from five to three per cent the discount allowed wholesalers and retailers as compensation for affixing the stamps. Vermont's new law raises the tax from three-fourths of a mill to one mill per cigarette and imposes annual license fees of \$25 on wholesalers and \$1 on retailers.

In addition, bills levying cigarette or general tobacco taxes are pending before the legislatures of six states---California, Massachusetts, Michigan, Missouri, Rhode Island and Wisconsin, none of which has such taxes at present.

Ohio, Oklahoma and Tennessee reenacted their cigarette tax laws with no change. Kansas amended its law to place the primary liability for payment of the tax upon the wholesaler instead of the retailer, and removed the tax on cigarette papers. Iowa's new cigarette tax, although retaining the old rates, added a \$100 wholesaler's license fee.

The use tax was adopted by Iowa, Ohio and South Dakota to aid in the enforcement of their tobacco laws. Other tobacco tax states with use taxes include Arkansas, Oklahoma, South Carolina, Tennessee, Texas and Washington.

Municipal vehicles, equipment, etc.

16

Annual Property Inventory Recommended To Municipal Governments

A yearly check of city-owned real estate and equipment, usually one of the largest assets of local government, is recommended in a manual issued today by the Municipal Finance Officers' Association of the United States and Canada.

Many municipalities are not aware of the value of their ownings, because the original expenditure was treated as an expense and no permanent record of the property has been set up, the Association said. In some instances, the total investment in fixed assets is recorded, but detailed records showing kinds and pieces of property owned by the city are lacking.

The manual suggests a three-way division of the property check or inventory. Under personal property, the inventory would catalog machinery, equipment, and office furniture. Under real property, land, buildings and other improvements such as pavements, sewers, sidewalks, gravel roads and water mains would be included. Real estate acquired through tax title proceedings would make up the third inventory.

Personal property records, according to the manual, should include a description of each item and its location. Each piece of equipment and furniture would have a serial number, identifying it as to make and model, date purchased and other facts.

Records of real property owned by the public may be maintained through the establishment of a real property ledger and the use of maps to show exact location of each parcel, the manual said. Photographs of properties are also used in some cities.

Inventory of property gained through foreclosure for taxes should be made on a basis similar to that for general real estate, the manual said. Some cities have set up real estate divisions for this accounting, enabling city officials to know at all times which tax title property can be used to advantage by the municipality for parks, schools and building sites, and which property might better be returned to the tax rolls through sale.

A number of states and cities have either completed or are now making property inventories, according to the Association. State offices of Indiana and Ohio are undergoing such scrutiny. Hamilton County, O. has made an equipment inventory, as have Racine Wis., Topeka, Kans. and San Diego, Calif. Cincinnati has set up a real estate control and Flint, Mich. and Denver, Colo. have both real estate and personal property records.

Among cities which have established special departments for the control of real estate or for the disposal of tax title property are Milwaukee, Wis., Asheville, N.C., Boston, Mass., Teaneck, N.J., Portland, Ore., Rochester, N.Y. and Los Angeles, San Francisco and Sacramento, Calif.

Washington, Oklahoma Cities Receive Larger Share Of State Revenues

Municipalities of Washington and Oklahoma will receive a larger share of state revenues under new laws increasing local gasoline and liquor tax allocations, the American Municipal Association said today. The increased allocations may total more than \$3,000,000 annually.

In Washington, the legislature increased the liquor tax allocation from 33 to 52 per cent, which should result in an increase of about \$1,500,000 from this source. The cities' share of the gasoline tax was increased from 10 to 15 per cent, or about \$800,000. The allocations amount to about \$2.15 per capita and more than double the state aid previously granted Washington municipalities.

Oklahoma cities, for the first time, will receive a share of the state gasoline tax, with the allocation set at 5 per cent by the state legislature. Based on 1937 and 1938 collections, this percentage should amount to approximately \$850,000 annually. The money must be used for construction, repair and maintenance of streets and alleys.

* * *

New Hampshire Police Direct Mass Parking From Observation Tower

New Hampshire state police, by use of a high observation tower, believe they have another solution to the problem of directing mass parking at such huge sport events as championship ski jumps, football games and prize fights, the International Association of Chiefs of Police reported today.

An observation tower first was used at the national championship ski jump at Milan, N.H. It was placed in the center of the parking area--an airport--and the operator given large placards bearing the numbers of the various parking lanes below. When the operator saw that lanes in one section of the parking area were being filled, he blew a whistle to attract attention of the traffic directors, and held up the number of the lane to which he wished traffic directed. This kept the flow of automobiles continuous and uninterrupted.

The Association pointed out that the method is similar to the one used by New Jersey state police, who use observation balloons in directing Sunday traffic in Atlantic City during the summer months.

* * *

Illinois Becomes Twenty-fifth State To Grant Jury Rights To Women

Enactment by the Illinois and Montana legislatures of laws granting women the right to serve on juries brings to 25 the number of states which have taken this action, the Council of State Governments reported today. Upon signature of the governor, the Illinois law becomes effective July 1. Montana's law goes into effect January 1, 1940.

To enact the new law, Illinois legislators had only to insert three words--- "of both sexes"---into the present jury law. Although this statute merely says that jurors shall be chosen from voters, the state supreme court in 1925 held that it meant only men voters.

Opposition to the proposal--which won final approval in the house, 100 to 15--was based in part on grounds that local governments could not afford the expense of providing extra quarters for women jurors. Other arguments against the bill were that women were emotional, and were lacking in logical judgment.

With Illinois and Montana, 14 states make jury service compulsory for women as well as for men. The other states are California, Connecticut, Indiana, Iowa, Kentucky, Maine, Michigan, Minnesota, Nevada, New Jersey, Ohio and Pennsylvania.

Women are permitted to serve on juries, but may decline under certain exemptions, in 11 states. These are: Arkansas, Delaware, Kansas, Louisiana, New York, North Dakota, Oregon, Rhode Island, Utah, Washington and Wisconsin, and in Alaska and the District of Columbia.

Women-on-jury proposals were sponsored during 1939 sessions in several state legislatures. One passed the Maryland house of representatives but was killed in the senate. A similar bill is before the Massachusetts legislature. In Texas the senate killed a proposed consitutional amendement to permit women jurors, while in Vermont a bill was defeated when several women legislators argued their sex was not prepared for jury duty.

Michigan, in 1915, became the first state to grant women the right to serve on juries, and Maine and Utah followed soon after. The action by Illinois was the first since 1937, and the third by any state since 1927.

Accidents, Traffic

Cities Push Pedestrian Control To Reduce Traffic Accidents

Faced with proof that communities whose pedestrians are strict observers of traffic rules have only about half the accident rate of those showing poor observance, cities are emphasizing pedestrian control, the International Association of Chiefs of Police reported today.

Cities where surveys have estimated better than 85 per cent pedestrian observance of traffic signals have been found to have an average accident rate of 173 per 100,000 population, as compared with a rate of 298 where there is poor observance, it was noted.

Washington, D.C. began pedestrian control in March, with warnings by police that traffic tickets were in the offing for violations of the new anti-jaywalking ordinance. Arrests for jaywalking or disobedience of any order by a policeman have now replaced warnings. They carry a maximum fine of \$300 or 10 days in jail.

Salt Lake City, Utah recently began arresting and obtaining convictions against jaywalkers and pedestrian light-crashers, after enacting an ordinance thoroughly defining the pedestrian's right-of-way at intersections and crosswalks. Although 90 per cent of the city's pedestrians had obeyed signals before the ordinance was given strict enforcement, observance is now on the increase.

Peoria, Ill. which used pedestrian traffic tickets during its annual safety campaign this spring, is reported as considering them as a permanent means of enforcing the law.

Pittsburgh and Philadelphia, Pa. confine pedestrian control to calling public attention to the need for traffic law observance by means of signs and placards. Pittsburgh's Better Traffic Committee, for example, has used WPA labor to make posters dramatizing pedestrian susceptibility to accidents. Five thousand cards a month are distributed for display to taxicab companies, building superintendents, industrial plants and department stores.

New York City in its new charter detailed special powers to the police department for enforcement of pedestrian traffic regulations. The city plans to use "Wait" and "Walk" pedestrian signs that operate a few seconds ahead of the vehicle lights as one means of control at intersections.

West coast cities, including Portland, Seattle, San Francisco and Los Angeles, are utilizing pedestrian lanes in mid-block as well as at street intersections. A pedestrian in the lane has complete right-of-way against approaching cars, which must come to a dead stop. California's legislature, also, has just approved an act defining pedestrian rights at crossings which will be applicable throughout the state.

(Accounting - Classification)

Improved System For City Fiscal Management Reports All Income And Spending

An improved method of classifying municipal income and spending which, if adopted generally, would provide more specific information on city finances and also furnish a basis for comparisons between cities is announced today by the National Committee on Municipal Accounting.

The classification system, the result of five years' study and analysis of the financial reports from 150 cities of various sizes, sets up a standardized method of reporting all the information necessary for sound financial management of a city. Under the system municipal income is classified by source, and municipal expenditures by functions and activities.

"The source classification enables accurate comparisons between cities and within cities from year to year," the report said. "It also reveals the manner in which a city is financed by showing the types and classes of taxpayers who bear the fiscal burden."

The activity breakdown, according to the report, "is important for administrative purposes because it tells what is being done and how much it costs." For example, instead of showing a total figure for expenditures for the department of health, the budget would indicate how much was spent for recording of vital statistics, milk inspection, child health, etc.

Within a city, the detailed municipal financial statistics will be useful in budgeting, the report pointed out, by revealing actual operating costs as compared with budget estimates. When the same classification is used in its budget, in accounts and in reports, the city can learn almost instantly just which operations balance or which ones are "in the red."

Prepared for the use of municipalities as part of their accounting systems, the classification, according to the report, is usable by all cities, irrespective of size, activities, structure or system of accounting. With adaptations, it can be applied to other public units. It is designed for use also by state and federal agencies in developing uniform classifications for reporting purposes.

The National Committee on Municipal Accounting includes representatives of professional accounting and governmental organizations. Members are from the National Municipal League, the American Institute of Accountants, the Municipal Finance Officers' Association, the American Municipal Association, the National Association of Cost Accountants, and other agencies.

Canadian Civil Service Saves By Sick Leave Control

The Canadian civil service has gained 122,000 employee working-days, worth an estimated \$690,000, as a result of improved sick leave control during the last five years, the Civil Service Assembly of the United States and Canada reported today.

Through work of the medical instruction division of the pensions and public health department of Canada, annual loss of working time due to illness was cut from 3.8 per cent to 2.5 per cent during the period. Time saved represented working hours of 408 persons for a year.

According to Dr. S.S. Burke, chief of the division, the current loss of time because of illness in the Canadian civil service is less than half the average figure for all working people in Canada.

* * * *Public Utilities - Rates*
Trend Toward Lower Utility Rates Shown By Survey

A trend toward lower utility rates, exemplified by decreases totaling nearly \$4,000,000 in six states, is shown today in a report to the International City Managers' Association. The downward trend has continued without any significant state legislation, the report said.

The reductions cited include about \$1,000,000 in Virginia utility rates, \$600,000 in intrastate telephone rates in Pennsylvania, and the following amounts in electric rates: \$838,000 in North Carolina; \$300,000, South Carolina; \$272,000, Arkansas, and \$350,000 in Indiana.

In addition, the report said, there has been a recent electric rate reduction totaling \$350,000 a year for Louisville, Ky. and vicinity. North Carolina municipalities recently won a substantial reduction in wholesale electric rates and in power for municipal water pumping.

The report appears in the 1939 Municipal Year Book, just published by the International City Managers' Association.

Motorists Park 12 Minutes - Parking

Motorists Park 12 Minutes For Penny In Many Cities

Complaints by motorists in cities with parking meters that they must pay for a full hour's privilege when they park for only a few minutes have led many cities to install penny meters, the American Municipal Association reported today. The penny meters allow for as low as 12 minutes' parking time.

In Salt Lake City, Utah where 2,000 parking meters recently were installed in the business district, motorists may insert either penny or nickel coins. One to four pennies will buy from 12 to 48 minutes' parking time. One nickel will buy an hour's time. If the motorist plans to shop for more than an hour, or attend a movie, two nickels may be inserted into the meter.

The same procedure may be followed in Auburn, N.Y. and Fredericksburg and Lynchburg, Va., where penny meters have been installed recently; also in Atlantic City, N.J. and other cities where nickel meters have been altered to provide penny parking.

The primary purposes of parking meters, the Association said, are to provide for more satisfactory control and regulation of automobile parking and, at the same time, help provide sufficient revenues to pay police and other costs of traffic control.

The action by many cities in installing parking meters has resulted in laws enacted by several state legislatures to regulate parking meters, the Association said. Arkansas' legislature recently passed a law requiring approval of parking meters by popular vote before they may be installed in cities and towns. New York's legislature made legal the use of meters in any city or town in the state except New York City.

A campaign for legislation which would enable any Rhode Island city to install parking meters is now being waged in Providence, R.I., following a ruling by the state supreme court that the meters in Providence were illegal. City officials of Providence estimated that the ruling deprived their city of an annual revenue of \$130,000.

Insurance, Municipal

Municipal vehicles, equipment

Municipalities Require Insurance On City-Used Private Autos

Because municipalities are generally liable for damage caused by automobiles driven on government business, many of them are requiring insurance on both privately and publicly owned cars used by employees at work, the Municipal Finance Officers' Association noted today.

A sample survey of 30 cities made by the Association showed that 11 of them insist upon the insurance coverage. Included in the group are Springfield, Mass. and Watertown, S.D., which require such insurance by state regulation; Lansing, Mich., Lincoln, Neb., Niagara Falls, N.Y., Kenosha, Wis. and other cities.

The city pays insurance premiums in eight of the 11 cities, according to the survey, while in the others car owners carry the insurance. In Lansing, the city pays 8.66 per cent of the cost.

Most of the cities require \$5,000 insurance for property damage. Public liability coverage in the 11 cities ranged between \$10,000 and \$20,000, with only two as low as \$5,000.

* * *

Ind. Ins. - Kansas City

Kansas City Reduces Night Speed Limit To 25 Miles Per Hour

A 25-mile per hour night speed limit for motor vehicles has been put into effect in Kansas City, Mo., following success of a trial ordinance setting this minimum, according to the International City Managers' Association.

During the first three months of 1939, period of the trial, only nine automobile accident deaths occurred, as compared with 22 during the same period in 1938.

The low speed is the law from half an hour after sunset to half an hour before sunrise.

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States Reject Increase In Old Age Assistance

Pensions - Old age - 7

Although a flood of old age assistance bills introduced early in 1939 legislative sessions sought liberalized aid for the aged indigent, few states have enacted laws in this direction, information from the American Public Welfare Association showed today.

While many states are amending their old age assistance laws to redefine eligibility for aid and frequently to broaden coverage, legislation for bigger assistance checks has been confined to memorializations to Congress.

California and Wisconsin legislatures, for example, asked increase of the \$15 maximum federal contribution, California suggesting either a federal old age assistance plan or a \$30 per person grant to the state. Arkansas asked for \$15 per person from the federal government without matching by state funds. Oregon, Montana, North Dakota and Wyoming passed resolutions urging Congress to enact the "Townsend Plan."

More than a dozen bills have been introduced in Congress on the subject of old age assistance, but no final action has been taken. Several of the bills would amend the constitution to empower federal levy of taxes for old age assistance. Another group of bills would reduce the eligible age limit to 60 and raise top federal grants per person from \$15 to \$40 and \$50 per month. Two or three bills also propose \$200-a-month pensions.

Liberalizing eligibility provisions of its old age assistance law, Minnesota increased the amount of property allowed an applicant for assistance from \$3,500 to \$5,000. Missouri made \$500 the maximum cash reserve and \$1,500 the maximum value of property that may be held by a recipient. Arizona amended its act to permit those aided to own household furniture, and dropped a previous clause that had made ownership of real estate a bar to assistance.

(MORE)

Delaware acted to defer collection of taxes on property of the assisted aged until their death. Iowa liberalized its law to permit persons in public correctional institutions to apply for old age assistance, and to remove non-eligibility of professional tramps or beggars. North Carolina broadened coverage of its old age aid act by reducing residence requirements and cooperating in the care of non-residents and transients.

In amending their laws this year many states also changed the concept of old age aid to "financial assistance to those in need" rather than a pension granted as a "right," the Association noted.

Washington and Utah, for example, clarified the basis for granting assistance, limiting it strictly to those "actually in need," and Washington made \$30 the maximum instead of the minimum monthly grant. Maine henceforth will refuse aid to aged who have transferred property to others in order to become eligible.

Few of the states have enacted specific taxes to finance old age assistance. Most of them are taking these monies from their general funds. The Minnesota legislature, however, voted proceeds of the state property tax for this and other welfare purposes. The Utah legislature earmarked all sales tax revenues for old age assistance. Oklahoma and Wyoming did likewise with a portion of their consumers' taxes. The Connecticut legislature authorized towns to levy a \$3 annual "rate bill" tax to help pay for old age assistance. Iowa raised from \$5,500,000 to \$7,000,000 the amount for the old age assistance fund to be turned over from income, corporate and sales tax revenues.

North Dakota's legislation provided for a special election for voters to decide whether or not new highway construction should be halted for two years and state gasoline and motor vehicle license revenues diverted to financing the old age aid program.

Meanwhile, present state old age assistance grants in 31 states have a legal limit of \$30 per month, though in a few cases \$45 to \$60 a month may be allowed a married couple. Half a dozen states put "no limit" on the amount of grants, while North Dakota, and Colorado, with \$40 and \$45 specified maximums, are in the higher brackets.

Most recent record of average amounts actually paid old age assistance recipients shows only one state--California--with a figure over \$30, while eight states have given less than \$10 per recipient. The average for the country stands at \$19.51, and the lowest--in a "no limit" state--at \$6.11.

Cities Cross Country For Civil Service Candidates

By dropping the "home town men for home town jobs" clause from their civil service laws, many municipalities are attempting to improve the calibre of public employees through selection from the best qualified candidates in the country, reports to the Civil Service Assembly of the United States and Canada showed today.

Not only are the job openings in these cities advertised to other than native sons, but those who make up the civil service examining boards are drawn from various places. Examinations for the more distant candidates are usually arranged in several centers in the country.

When Portland, Ore. announced its recent examination for junior personnel technician the qualifications did not include local residence. One hundred fifty-four applicants were accepted and 118 completed the written tests given in 13 cities. The examinations were given to 37 persons from New York state, 23 from Oregon, 21 from California, 12 from Washington, D.C., and the remainder from six other states. Forty persons were put on the eligible list.

In seeking a secretary and chief examiner for its civil service commission, Seattle, Wash. gave a written test to 51 applicants in 21 cities. A special examining committee met in Seattle to evaluate education and experience of the applicants. The committee membership included a judge, and representatives of the California state personnel board and the Northwest Regional Council.

The Los Angeles City Civil Service Commission is waiving residence requirements on five technical personnel positions for which nation-wide examinations were announced last month. Examinations will be given in more than a dozen cities.

Within the past year Evanston, Ill. selected the chief examiner of its civil service commission from a list of approximately 50 candidates of country-wide residence. A New York state resident got the job.

Four Cities Levy Taxes, Vote Funds For Industrial Promotion

As a means of attracting new industry and enterprise, four American cities have appropriated funds or levied special taxes to establish municipal and industrial promotion departments, the International City Managers' Association reported today. The cities are Buffalo, N.Y., Pittsburg, Kan., Covington, Ky. and San Antonio, Tex.

Buffalo, by amending its city charter in April, established a division of publicity directed by the mayor and a seven-member board. The amendment provides that the board "shall be charged with the duty of advertising the city of Buffalo within and without its borders"

To finance the board's work, \$25,000 has been placed in the budget for the fiscal year beginning July 1, 1939, with the understanding that the appropriation will be supplemented by an equal amount donated by citizens, civic groups and associations, and business interests.

In San Antonio, the taxpayers voted approval of a charter authorizing a property tax not to exceed five cents per \$100 to finance a nationwide advertising campaign. An advisory committee decided, however, that a levy of three cents per \$100 should be collected. Estimates are that \$50,000 will be needed for the first year's campaign. None of the money is to be spent in Texas.

Voters of Pittsburg, Kan. at a special election in April approved the levying of a tax, not to exceed one-half mill per \$100 valuation of all taxable property in the city, to create a fund which must be used to induce industry to locate in the city. Galveston, Tex. is considering amending its city charter to allow a tax levy for community advertising and civic promotion.

Covington, Ky. recently established the position of municipal industrial director, whose job is to engage in public relations activities and attempt to induce industries to locate within the city.

The Association pointed out, also, that two New Jersey cities--Paterson and Newark--already are engaging in local industrial promotion activities, but in a manner different from the usual. The two cities use information obtained from industrial surveys, and base their campaigns on the belief that the value of an economic location will outweigh grants of free land, power, or tax exemption to successful industrial organizations.

Compact For Control Of Parolees Approved By 30 States

Thirty states now have approved an interstate compact for the control of parolees who leave the state in which they were convicted and served sentence, the International Association of Chiefs of Police reported today.

Twenty-six of the states have signed the compact, and legislatures of the four other states---Colorado, Maine, Tennessee and Wyoming---enacted legislation during their 1939 sessions enabling their states to sign the agreement.

The compact is designed to restrict the parolee from leaving the state where he was imprisoned, particularly without advance notice to the state he will enter. A parolee may return to the state of his residence, but only under enforceable control.

Under the agreement, member states not only can insist upon full notice from other member states, but also can retain control over every entry, the Association said. This control, and the right to previous notice, gives a state protection no matter what the character of the parole system may be in another state.

All rights to extradition, under the compact, are waived permanently during the full term of the parolee's parole. Usually, every state not a member of the compact loses control of its parolee when he leaves or flees the state, subject to extradition procedures which in many cases may prove costly and unsatisfactory.

The compact was authorized in 1934 by Congress in granting consent to "any two or more states to enter into agreements or compacts for cooperative effort and mutual assistance in the prevention of crime and in the enforcement of their respective criminal laws and policies"

In addition to the four states approving the compact this year, the member states are: Arizona, Arkansas, California, Delaware, Illinois, Indiana, Iowa, Louisiana, Maryland, Massachusetts, Michigan, Minnesota, Montana, Nebraska, New Hampshire, New Jersey, New Mexico, Ohio, Oregon, Pennsylvania, Rhode Island, Utah, Vermont, Virginia, Washington and West Virginia.

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Average State Legislator Younger, Represents Many Occupations

The average state lawmaker is a middle-aged man, between 45 and 55 years old, probably either farmer or lawyer, who has had rather slight experience in legislation, according to a study by the Council of State Governments released today in the 1939-40 edition of the "Book of the States."

The age of the average legislator is decreasing, however, and he comes from a wider variety of occupations, according to the analysis, which presents the composite picture of more than 20,000 lawmakers in the 48 state capitols from 1931-37.

Average age of state senators in 1931 sessions was 51 years, according to the study. In 1937 the average senatorial age had decreased to approximately 50 years, although, as six years before, there was only one senator under 30.

In the lower branch of the legislature the age of the average representative declined from about 50 years in 1931 to 46 years in 1937. During the six years following 1931 the number of representatives under 30 increased from eight to 14.

The hypothetical average state legislature had 158 members during 1930-37. Although farmers and lawyers comprised the largest membership in this period, their numbers were on the decline. In 1931 there were 40 farmers in the law-making bodies. Six years later, there were only 38. Forty lawyers sat in the 1931 average legislature. In 1937 there were 36.

Other professions grew in representation during the six-year period, increasing from 10 in 1931 to 15 in 1937. Teachers accounted for the biggest increase--from two to five. Newspapermen, both editors and reporters, kept fairly close to their 1931 representation of five. Nineteen businessmen occupied seats in the average legislature in 1931 and six years later the total had risen to 22.

Not only does inexperience characterize the lawmakers over the period studied, but the number of inexperienced senators and representatives increased, according to the analysis. Two-thirds of the membership of the average assembly from 1931-37 had either served one session only or had not yet completed one session. When the 1931 regular sessions convened, 119 members--75 per cent--of the hypothetical legislature had served fewer than three sessions. By the beginning of the 1937 regular session this number had increased to 132--more than 93 per cent of the total.

Oklahoma Discards "Tax Ferrets"

Oklahoma has abolished "tax ferrets," the non-official investigators who inform assessors of cases of tax evasion and collect a fee for their work, the National Association of Assessing Officers noted today.

An Oklahoma law just passed prohibits the employment of any person "for the discovery or assessment of intangible personal property alleged or thought to have been omitted from assessment or taxation."

The contribution of the outside investigators toward increasing tax rolls has been questioned generally, and only a few states still employ them, the Association reported. The Oklahoma Tax Commission several years ago found, for example, that "tax ferrets" accounted for about \$20,000,000 additional property, or one forty-seventh of the total tax rolls, while fees of the investigators amounted to nearly one-sixth of the cost of the regular assessing department. The Commission also found that the fee system made collusion common between investigator, assessor and taxpayer.

* * *

Milwaukee Saves Fertilizer Expense By Gathering Leaves

The collection of leaves for use as fertilizer in conservatories and parks has saved Milwaukee, Wis. several thousands of dollars, the American Public Works Association reported today. In addition, fertilizer not used by the city is sold to private users for \$12 a ton.

The leaves are collected by the street cleaning department every fall, dumped into a huge pile, covered with a coating of black dirt and left for three years to decay. At present, three piles of leaves, each about 150 feet long, 50 feet wide and eight feet deep, comprise collections for 1936, '37 and '38. Each pile represents about 5,000 truck loads of leaves.

City officials say that the fertilizer obtained from the 1936 collection represents a superior quality of rich, black dirt which, in reality, is leaf mold formed by leaf decomposition.

* * *

Post Card Survey Results In \$40,000 Reduction In City Expenses

After polling the opinion of 45,000 citizens in an unusual post card survey, officials of Montclair, N.J. followed their suggestions and cut expenses of the city government by \$40,000 a year, the International City Managers' Association reported today.

Post card questionnaires were sent to each family at small expense through use of the water department addressing equipment. Citizens were asked if they favored reduced library and health services, a reduction of from three times to twice a week in garbage collections, reduced street lighting and street cleaning, and increased fees for tennis court use.

In tabulating results of the canvass, city officials found that Montclair residents did not approve reduction of services which made for the safety and health of the community, such as street lighting and public health. They were willing, however, to accept a reduction in services which were of the "convenience" type, such as tennis courts, library service and the suggested reduction in garbage collections.

City officials found that 57 per cent of the answers were against reduction in street lighting, 56 per cent against reduction in health service, and 51 per cent against reduced street cleaning. Sixty per cent of those answering the questionnaire favored a reduction in garbage collections, 67 per cent in library services, and 75 per cent approved an increase in fees to replace a reduction in the city tennis court budget.

As a result of the poll of public opinion, reductions totaling \$20,000 were made in costs of various public services, and the school budget was trimmed by \$20,000. To offset these reductions in the city budget, it was recommended that the various departments reduce their appropriations.

In addition to the \$40,000 yearly reduction in expenses, the Association said that a scientific reassessment program just completed after two years' work has made possible a considerable reduction in valuations and a \$150,000-a-year reduction in county and state taxes.

Taxpayers Speed Up Payment Of Municipal Levies

Tax collections, both current and delinquent, are continuing to increase in a number of American and Canadian cities, reports to the Municipal Finance Officers' Association of the United States and Canada showed today. Some of the cities have improved collections by advertising, by intensified collection campaigns, and by arranging for installment payments.

New York City's treasurer reported a record-breaking collection for the first four months of 1939. By April 30, the city had gathered 82.2 per cent of the levy for the first six months of the year. This was nearly two per cent over the amount for the same date last year.

Louisville, Ky. collected 91.2 per cent of taxes levied for the last fiscal year. Memphis, Tenn. collected all but 8.8 per cent of its current levy--a better record by nearly six per cent over 1937, and the best for 10 years. Current tax collections in Colorado Springs, Colo. came within three per cent of perfection for the third consecutive year.

In Hackensack, N.J. current tax collections for 1938 increased nearly 2.5 per cent over the previous year. Los Angeles collection records of 1937-38, for both current and delinquent taxes, were almost identical with the record of 1929-30.

Among Canadian cities, Calgary, Alta. showed receipts from current and back taxes amounting to 108 per cent of the current levy in 1938. For Toronto, Ont., combined current and delinquent collections amounted to 102 per cent of the 1938 levy. Delinquent taxes for the 14 municipalities under the Montreal Metropolitan Commission declined \$122,000 during February, 1939.

From now on, the gradually dwindling backlog of delinquent taxes will probably decrease the yearly totals of current and back collections, the Association noted. These totals for American cities in 1938, for example, fell below the year's levy on the average for the first time in four years.

In the face of improved collections generally, Detroit and Chicago are among cities attacking their large delinquency problems with special effort. Detroit has started foreclosure proceedings against 6,973 vacant lots in the city which owed \$156,567 in back taxes. Earlier this year the city took steps to collect taxes on apartment buildings and industrial properties whose owners were getting revenue without paying taxes. The second step in the Detroit collection program was aimed at the owners of flats who collected rents but did not pay taxes.

In Chicago, the Association of Commerce has formed a special delinquent tax committee to cooperate with the Citizens' Committee on Tax Collections and the local governments in curbing mounting delinquent real estate taxes, which now approach \$500,000,000.

Strict Bicycle Regulations Passed By Cities To Curb Accidents

In an effort to check rising death and injury rates accompanying the revival of bicycling as a sport, municipalities in growing numbers are enacting more stringent laws regulating both bicycle and rider, the International Association of Chiefs of Police reported today.

Strict laws enacted as safety measures this year by four cities--Wilmette, Ill., Cleveland, O., Buffalo, N.Y. and Tacoma, Wash.--require not only registration of bicycles with the police, but specify inspections to check brakes, headlights and taillights. Riders must pass examinations on traffic rules and ability to ride.

In addition, about 14 cities approved comparable bicycle regulation laws within the last year, including Dayton, O., Duluth, Minn. and Chicago and Waukegan, Ill. Many other cities have less strict regulation, the Association said.

Wilmette's new law, similar to those of Cleveland, Buffalo and Tacoma, is considered one of the most satisfactory as to regulation and safety. Designed to curb accidents by prohibiting operation of bicycles on congested streets and highways, it requires that bicycles be equipped with a horn or bell, a headlight visible at night for at least 200 feet, and a red reflector on the rear fender. Wilmette bicyclists must observe all traffic rules and, if traveling in a group, must ride in single file. Extra riders are prohibited. The chief of police may suspend or revoke licenses, and assess fines of from \$1 to \$200.

The rise of safety lanes on which to test the mechanical fitness of a bicycle is just getting under way, the Association said. Both Wilmette and Chicago operate safety lanes, at high schools. Chicago started operation of its first safety lane within the last two weeks, and board of education officials believe that by next year safety lanes will be in operation at all the schools. Results of tests of the first 50 bicycles showed that only three measured up to the standard.

The passage of more stringent bicycle regulations, and their enforcement, should result in a decrease in bicycle accidents which, in the last two years, resulted in 1,500 deaths and 70,000 injuries, the Association said. These figures more than triple death and injury figures for 1932, when bicycle riding began to increase in popularity.

Fire Protection - Out

New Laws Legalize Suburban Fire Protection By Cities

Recognizing that cities which offer fire protection outside their limits can be held liable for damages, besides running up costs, two states--Oklahoma and West Virginia--this year passed laws to permit cities to extend such protection under contract, the American Municipal Association reported today.

Oklahoma's new law was a direct result of a state supreme court decision in 1938 which held an Oklahoma city liable for personal injury caused by firemen in a run to a neighboring town. Following the decision, the city announced it would stop all fire service to outside communities, but the affected towns, with other similar communities in the state, petitioned for the contract law. With fire service designated as a legal governmental function, the protecting cities presume that their liability for damage is waived. They also gain legal coverage of workmen's compensation for their firemen on the runs beyond local limits.

The West Virginia law gives municipalities authority to provide fire protection within one mile of corporation limits by contract.

State laws permitting cities to serve their unprotected neighbors and charge for the aid are few and varied, according to the Association. Many municipalities have for years extended help extra-legally and without pay, however.

Four arrangements for outside fire service are common. In at least a dozen states, including Massachusetts, Michigan, Ohio and Pennsylvania, rural governmental units are authorized to provide fire protection; one way of doing it is to pay a city for the service. In about 12 states, also, special fire protection districts may be created to establish their own fire service or contract with other municipalities for it.

In several states, including Michigan, Illinois, Wisconsin and Ohio, laws permit contracts between cities, suburbs and nearby villages. A few other states authorize cities to charge the victim of a fire outside local limits for use of equipment.

Charges under the various plans show wide difference. In Dayton, O., outside communities pay \$100 a month for fire protection. Bexley, wealthy Columbus, O. suburb, pays \$17,000 a year for protection from Columbus. Youngstown, O. charges \$75 for each response to an "outside" alarm, while Cleveland, O. makes a charge of \$350 for each call. Saginaw, Mich. collects \$100 for the run and first hour of service, plus \$75 for each succeeding hour.

In a few cities charges are pro-rated according to the type of apparatus sent out. Petersburg, Va. has a contract with two counties to answer alarms, collecting \$50 for each occasion a fire engine is used, and \$35 for other apparatus. Wichita, Kans. charges surrounding townships \$20 for one or two pieces of apparatus and \$10 for additional pieces. Minneapolis has apparatus rates per hour as follows: pumper, \$45; hook and ladder, chemicals and hose, and squad and hose wagon, \$41 each.

Legi. Affairs

Unicameral Legislatures Proposed In Seven States This Year

Although states have been slow to follow Nebraska in adoption of one-house legislatures, nine bills proposing unicameral organization gained place on 1939 legislative calendars, it was reported to the Council of State Governments today.

The report, by Prof. Alvin W. Johnson, Pacific Union College, shows that three of the nine proposals were introduced in the Washington legislature, which adjourned without passing any of them. Unicameral bills were defeated in the legislatures of Maryland, Kansas and Michigan, which also have adjourned. They are pending in Ohio, California and New Jersey.

The 1939 bills showed several definite trends, according to the report. Most of them proposed higher pay for legislators "in order that persons might devote a reasonable amount of their time to law-making without too much financial sacrifice." One of Washington's measures, for example, allowed \$400 a month plus expenses. California's proposal provides a salary of \$2,500 a year.

Four of the measures proposed two-year terms for legislators and four set four-year terms. Most state legislative terms now are two years for representatives and four for senators. The Ohio unicameral proposal provides for two classifications. One group, known as senators, would be elected from congressional districts in the state and would serve four years. The other group, known as representatives, would be elected from the state's 80 assembly districts and hold office for two years. Both groups would meet as one body.

In size, some of the proposals followed the Nebraska law in specifying a minimum and maximum number of members, leaving the exact number to be determined by the legislature. The number in California, however, is specified as 80 in the bill. In New Jersey, it would be not more than 60.

Two of the bills proposed non-partisan legislatures. Annual sessions were proposed in Ohio and Washington.

The report noted that last year, when only nine legislatures met in regular session, four proposals for single-house bodies were introduced and two were made to New York's constitutional convention. From 1935 to 1937 over half the states considered one or more measures designed to institute the one-house system. Unicameralism made its debut in 1912, when measures were introduced in Ohio and Oregon proposing a single legislative chamber. Nebraska provided for its one-house legislature in 1934.

Motorcycle Police Check Parking Violations

Motorcycle police are replacing foot patrolmen in several cities to check overtime parking, the International Association of Chiefs of Police reported today.

Following the example of Evanston, Ill., St. Petersburg, Fla. recently purchased three-wheeled motorcycles for the squad in charge of parking law enforcement. The Florida city finds that one motorcycle patrolman can cover the entire business area once an hour, since the three-wheeled vehicle allows him to remain in the saddle while handing out a ticket. Formerly, six foot-police were needed to do the same job.

Buffalo, N.Y. has supplied police with chalked-tipped lances to mark tires of parked vehicles without alighting from their motorcycles. At the end of a predetermined time limit the motorcycle officer returns to ticket all cars that have overstayed.

* *

Court Decision Brings To Five, States With Firemen's Minimum Wage Laws

A decision by the Illinois supreme court declaring constitutional the Illinois minimum wage law for firemen brings to five the states in which such laws are operative, the International City Managers' Association reported today. Other states are Indiana, Montana, Texas and Arizona which, with Illinois, passed their laws in 1937.

Under the Illinois law, firemen in cities between 10,000 and 25,000 population receive a minimum salary of \$150 a month. In all cities over 25,000 except Chicago, the minimum is \$175 a month. In its ruling the Illinois high court reversed itself for the second time. The law first was declared constitutional, then on the first rehearing, unconstitutional.

The minimum wage laws for firemen in other states are similar to that of Illinois. In Montana, for example, a minimum wage of \$160 a month was established in the larger cities with provision for an increase of \$1 per month for each month of service up to 10 years.

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JOINT REFERENCE
LIBRARY

JUN 2 1939

Lower Rents Set For Municipal Housing Projects In Florida, Texas

Jacksonville, Fla. and Austin, Tex. have announced that rent schedules for their new low-rent housing projects, constructed with U. S. Housing Authority aid, are lower than expected, the National Association of Housing Officials said today. These rents will be much lower than those of early housing projects built and owned by the federal government.

The Jacksonville Housing Authority has set an average of \$10.58 per dwelling per month for its recently completed Brentwood development, which will be ready for occupancy about July 1. Tenants whose incomes average around \$750 a year will be able to afford the rents, which range from \$9.75 and \$10 a month for one-bedroom units to \$11.00 for 3-bedroom units, plus a small charge for utilities. These rental figures are about 35 per cent below the original estimates and "will place housing indisputably within reach of low income groups now living in substandard housing," the Association said.

The Austin Housing Authority, first in Texas to secure a USHA loan contract, has announced rents for three completed developments for white, negro and Mexican families.

White families will pay \$8.45 a month for two and one-half rooms, and \$12.45 when utility charges are included. For larger units, ranging from three to six rooms, the rent runs from \$8.45 to \$9.20. Negroes will pay \$6.65 per month for a 2-room unit, and \$10.65 with utility charges; \$6.90 for three rooms; \$7.15 for four, and \$7.40 for five. Mexican tenants will pay an average of \$6.59 for apartments ranging from two to four rooms.

In housing projects built by the FWA housing division rents average \$20.32 per unit per month. These relatively high rentals in projects now under USHA management are being revised downward.

Lowest estimated rentals for new dwellings in northern cities will be \$2.20 per week in the first Vincennes, Ind. slum-clearance rehousing development, according to present plans. This rent as quoted in the construction bid for the 83-family project is for a house containing living room, two bedrooms, bath, kitchen-dining combination and utility room.

The estimated average monthly rents for USHA-aided projects covered by approved loan contracts as of the end of 1938 ranged from \$8.00 to \$21.99 per dwelling per month, depending on the section of the country.

Financial Planning Saves Milwaukee \$1,000,000 In Interest

A saving of nearly \$1,000,000 in interest on bonds issued to help build the new Milwaukee, Wis. water filtration plant was reported today by the Municipal Finance Officers' Association. The bonds were issued with a callable feature, which gives the city the right to liquidate them, upon notice, before the maturity date.

Milwaukee issued \$3,675,000 in 4 per cent mortgage bonds in 1933 to finance its portion of the filtration plant, and to secure a Works Progress Administration grant of \$1,385,000. Instead of selling the bonds to WPA, the city sold them through regular investment channels. They were subject to call after three years.

About \$600,000 of the bonds were liquidated with funds obtained by setting aside 16 per cent of the water department revenues for this purpose. The city now is calling in the remaining \$3,086,000 in bonds of the original 4 per cent issue and, at the same time, liquidating another \$320,000 in bonds with water department earnings. The refunding is being financed by an issue of \$2,280,000 in bonds paying 2-1/8 per cent and maturing at the rate of \$200,000 a year from July 1, 1940 to 1955 inclusive.

Interest on the new issue will total \$446,250, compared with \$1,053,920 which would have been paid in interest had the original 4 per cent issue remained outstanding until the maturity date. The city previously had saved \$370,000 in interest by issuing bonds during construction as the money was needed, instead of selling all the bonds at one time.

The call feature in the original bond issue provided that the city pay a premium at the time of the call equal to 1/4 of 1 per cent of the principal amount of each bond for each year from the date the bonds were called to the date of maturity. The premiums are payments to the bondholders as compensation for surrendering their bonds before maturity. Thus, the holder of a bond maturing July 1, 1940, will receive a premium payment of \$2.50, while the holder of a bond maturing in 1955 will receive a premium payment of \$40. At this rate, total premium payments for the privilege of call on the original bond issue amount to \$65,870.

The \$1,000,000 saving resulted from the combination of callable bonds, reissued later at a lower interest rate, plus the shorter maturity date of the new bonds, and the savings on interest during construction by issuing bonds as money was needed, the Association reported.

Trailers -

Court Decisions In Four States May Solve House Trailer Problems

Court decisions in Indiana, Michigan, New York and Texas may clear up several legal problems which confront city officials when considering the application of local ordinances to house trailers, the American Society of Planning Officials said today.

The decisions involve the legality of ordinances limiting the stay of trailers within a city's boundaries, the application of local housing acts to trailers, and the right of a city to tax trailers as real property.

The Indiana decision, by the state supreme court, held that cities have a legal right to limit the stay of a trailer within city limits, whether the trailer is parked on private land or in a public tourist camp. The case grew out of a Munster, Ind. ordinance limiting the stay of trailers to 30 days.

The court held that municipalities have power to establish reasonable regulations for the protection of the lives, health and property of their citizens; and that such regulations are not unconstitutional merely because they affect the use of private property. This is an exercise of police power, the court said. It held also that the 30-day provision was designed primarily to maintain the transient character of a tourist camp.

A decision by the justice court of Orchard Lake, Mich. held that application of housing acts to trailers is legal. In this case, a trailer was parked on a private lot and occupied as a dwelling. Under the Orchard Lake housing act, a provision requiring a specified room volume was violated.

The New York and Texas decisions may have an important bearing on future policy toward trailers as taxable property, the Society said. In New York, the state supreme court held in February that a portable (trailer) lunch wagon brought intact to a lot, set upon a brick foundation, and provided with utility connections such as electricity, is "erected upon or affixed to" the land and therefore taxable as real property even though it is readily removable upon termination of the lease.

The U.S. district court of west Texas held at San Antonio in March that an automobile trailer detached from the automobile is a building. The case arose from an attempt to collect insurance for a death caused by a trailer fire. The policy specified that payment would be made only for death caused by the burning of a building.

State Health And Welfare Expenditures Show Rise

States are spending the largest proportion of their annual budgets on health and welfare, education, and physical improvements, with health and welfare expenditures taking the top share, an analysis by the Federation of Tax Administrators indicated today.

The analysis, of state costs for 1915-37, reflects broad readjustments in state finance during the last few years. Health and welfare costs, for example, rose from approximately 11 per cent of the total in 1931 to 24.5 per cent in 1937, the last year for which figures are available.

Although expenditures for physical improvements, including additions to state property, stood second high in 1937, the proportion of the year's total spent for this purpose went below 30 per cent for the first time since 1925. At 22.9 per cent, the 1937 figure was close to the 1915 percentage of 19.3.

Education represented 22.8 per cent of the states' total expenditures in 1937. This, however, was nearly one per cent below the proportion of 1931, and was the lowest over the entire period studied. In 1915, for instance, the states spent about 30 per cent of their total annual outlay on schools.

The study showed a substantial increase in expenditures for highway operation and maintenance for 1937 over previous years. The rise from 1931 alone was more than 3 per cent--from 9.6 to 12.9. The analysis showed also that construction of new highways accounted for about four-fifths of all capital outlays in recent years. Maintenance and new highways together accounted for approximately 31 per cent of state costs in 1937, compared with 40 per cent in 1931 and 15.7 per cent in 1915.

General government in 1937 cost the states 4.4 per cent of the total. This was the lowest percentage spent for this purpose during the entire twelve-year period, and was 4.7 per cent lower than in 1915. Public safety cost 3.2 per cent, approximately the average of the past 12 years. Three per cent was spent for conservation, 4.1 per cent for interest payments and 2.2 per cent for miscellaneous purposes. These were likewise close to levels of the entire period.

Garbage Disposal By Incineration Growing In Popularity

Although many cities dispose of garbage by sanitary fill methods or feed it to hogs, there is a "pronounced trend" toward the use of incineration in solving the problem, a report to the American Public Works Association said today.

Despite economy programs, the number of municipal incinerators has increased every year, the report said. New incinerators were build last year in Detroit, Mich. (four plants), Manchester, N.H., New Orleans, La., Rochester and Schenectady, N.Y. and in other cities.

In addition, present plans call for construction of plants to burn garbage in Minneapolis, Minn., Pittsburgh, Pa., Cedar Rapids, Ia. and New Rochelle, N.Y. Cincinnati, O. is enlarging two plants from 100- to 200-ton capacity, while New Orleans, which build its fifth incinerator last year, is enlarging an older one.

While the courts generally have held that modern incinerators can be operated without creating a nuisance, people living near them do not readily accept this view in many cases. Two of Detroit's new plants have been idle because of injunctions obtained by citizens living in the vicinity.

By disposing of garbage in sanitary fills--trenches filled with garbage, then covered with dirt--municipalities have lowered the cost of disposal operations and reclaimed much worthless land, the report said. This method apparently is satisfactory from a public health viewpoint. The placing of garbage in open dumps, however, is unsatisfactory, the Association said.

Although many cities dispose of their garbage by feeding it to hogs, the report said warnings by the United States Public Health Service that trichinosis is far more prevalent in garbage-fed than in grain-fed animals may result in more sanitary and less harmful means of disposal.

A relatively new method of garbage disposal--by grinding--has drawn increased attention although there was little development in this field last year, the report said. St. Louis, Mo. has for several years been grinding a portion of its garbage and refuse. Lansing, Mich., however, has completed construction of a grinding plant designed to take care of the city's garbage. After being ground, the garbage will be dumped into the city's sludge tanks for disposal.

Shelby county, Tenn. is operating a reduction plant for the disposal of dead animals of Memphis and other communities of the county. Constructed last year, the plant is located at the county penal farm and operated by convict labor. Officials say the plant will save taxpayers substantial sums annually.

"Adult Political Education" Under Way In Georgia

Georgia citizens are learning about state problems through a "Citizens Fact Finding Movement" which, within two years, has enlisted 17 state-wide organizations, with 250,000 members, on its coordinating committee, the Governmental Research Association reported today.

The adult political education is carried on through distribution of informational reports on state affairs which are designed to awaken public opinion on major questions of state policy. Included among the 17 coordinating committee groups are organizations ranging from the United Georgia Farmers and the Georgia Press Association to the parent-teacher, church and library associations.

Last year reports were issued on such subjects as natural resources, agriculture, industry and commerce, education, public welfare and the tax and political systems of the state. The reports were sent to each of the 5,000 local member units of the coordinating committee, and to an additional 7,000 persons requesting them. For the current year, the "Movement" has a budget of \$30,000. Approximately \$10,000 will be contributed by Georgians in goods and services, another \$10,000 will be raised by cash contributions, and the third \$10,000 will be donated by foundations.

* * *

Detroit Bans Carnivals Regardless Of Sponsor

The city council of Detroit, Mich., expressing the belief that carnivals take more profits from a city than they earn for their sponsors, has banned all such enterprises from the city regardless of the backers, the American Municipal Association reported today.

The action was taken when the Veterans of Foreign Wars asked permission to hold a carnival, the proceeds of which would be used for relief purposes among members of the organization.

The Association said this ordinance is one of the first of its kind, but pointed out that Minneapolis and St. Paul, Minn. several years ago established city ordinances banning carnivals and circuses from the two cities for a 60-day period prior to the holding of the Minnesota state fair.

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Nine States To Provide For Pre-Natal Blood Test Laws

With new laws approved by six additional states this year, a total of nine states soon will provide for or require blood tests of expectant mothers in an effort to prevent transmission of syphilis to children, the Council of State Governments reported today.

California, Iowa, Maine, North Carolina and Oklahoma governors have signed blood test acts passed by their legislatures in recent months, and Pennsylvania's new act awaits the governor's approval. New York, New Jersey and Rhode Island have had such laws for a year or more. In Illinois a blood test proposal has passed the house.

Several of the new acts become effective by July 1; others not until 1940.

Most of the blood test laws are compulsory, but Oklahoma and Pennsylvania acts read that the test will be provided "on request." Typical of the laws is the Maine act, which holds physicians responsible for taking the blood sample, to be tested free of charge by a laboratory approved by the state health department. If the expectant mother is found to be infected, the physician is required to report to the state health bureau.

North Carolina, California, Iowa and several other states fix penalties of \$10 to \$500, or jail terms, for negligence by physicians in testing or reporting on blood samples. Maine, New Jersey and New York make no provision for fine or punishment for violations. All birth and still-birth certificates, however, must include a statement as to whether or not the mother's blood was tested.

According to health statistics, 60,000 babies are born in the United States each year with congenital syphilis. An expectant mother with the disease who is treated early enough has one chance in six of bearing a live, healthy infant, while a normal woman has three chances in four.

The pre-natal test laws are not expected to eradicate congenital syphilis completely, since some expectant mothers do not seek medical advice and others, learning of infection, may refuse or neglect treatment.

Population - 51 -

Census-Takers To Gather Special Information For 59 Cities In 1940

When the census-taker makes his rounds in 59 of our largest cities in 1940, his activities will be expanded greatly over the customary counting of noses. He will gather additional information which, the International City Managers' Association said today, will be valuable for many local governmental purposes.

The additional information will be collected by sections of the city, laid out according to geography and population, called "census tracts." This division into tracts--of 3,000 to 6,000 population each--will enable a more complete localization of problems revealed by an analysis of the data gathered.

An analysis of the data will provide officials of the 59 cities with a detailed record of information ranging from population by sex, color and place of birth, to the number of home owners and renters, and rental rates.

The first census tracts were made in eight cities in 1910. By 1930 the number had grown to 51. Eight more cities have requested the U.S. Bureau of Census to tract their areas in the next census. Tracted cities in 1940 will include all those of over 500,000 population, and nearly all in the 300,000 to 500,000 population class.

Following are uses to which census tract data have been put:

Public health departments correlate the occurrence of disease with the character of the population--old, young, poor, wealthy--as a means of bettering unhealthy living and working conditions.

Welfare, relief and community chest organizations use the data as a means of localizing and analyzing the requirements of needy families, and in organizing subscription drives.

School boards use it as a guide to apportion teacher loads and determine the need for new school buildings and playgrounds.

Police departments correlate criminal delinquency and automobile accident records with census tract data to formulate policies for expanding or contracting police protection.

In addition, the data may be used to localize and analyze conditions found in areas of substandard housing, the Association said. Planning officials may find it useful in making a master city plan, and in determining need for zoning regulations.

"While census tract information is valuable in many kinds of work, it is especially useful as a base for an intelligent appraisal of changing conditions within a municipality," the Association said. "Although all city problems cannot be solved by the use of such information, many problems can be localized within tracts as a preliminary to a more detailed study."

Cities may be tracted upon request of such local agencies as schools, social welfare groups, and chambers of commerce.

Federal-Aid Housing Lower In Cost Than Private Developments

Low-rent housing projects under construction with financial aid of the United States Housing Authority show a lower cost per dwelling unit than privately developed housing, according to figures for construction contracts already awarded, the National Association of Housing Officials said today.

The loan contract total as of June 1 stood at \$434,653,000--representing two-thirds of the total earmarking of current appropriations for low-rent housing. A comparison of building permits for private construction, and contracts for federal-aid projects, showed average private dwelling costs of \$3,840 against \$2,830 for federal projects. In 13 of the 19 cities where loans were last approved, the average cost per family unit will be less than \$2,800.

Dwelling costs in public housing have been well below the limit written into the United States Housing Act, according to these figures. The average cost per dwelling in projects now under way is from \$600 to \$1,000 lower than the legal maximum.

Costs of the USHA-aided projects were found to be from 13 to 43 per cent lower than construction costs of PWA-financed housing in seven sample cities, including New York City and Buffalo, N.Y., Charleston, S.C., Detroit, Mich. and others. The federally subsidized projects also show savings of 10 per cent under the estimated construction cost.

The United States Housing Authority gives seven reasons for its low building costs. They are that: contracts are awarded only after public bidding; operations are large-scale; some labor risks are eliminated because of cooperation agreements with building trades unions; familiar construction methods have been adhered to; designs and specifications are simple and clear; and local conditions have been carefully considered by the local housing agencies. Former public housing experience, including that of the PWA Housing Division, has also been found a valuable asset.

Two More States Adopt Cigarette Tax, Total Now 23

Approval by Rhode Island and New York of acts levying taxes on cigarettes brings to 23 the number of states which have taken this step since 1921, when Iowa levied the first cigarette tax as a revenue-producing measure, the Federation of Tax Administrators reported today.

The Rhode Island law, approved by the state legislature May 11, levies a tax of 2 cents a pack on cigarettes, and a 10 per cent tax on the retail price of other tobacco products. State officials estimate the tax will bring in about \$1,250,000 a year in revenue.

New York's new tax, also at the rate of 2 cents a package, applies only to cigarettes, and estimates of the anticipated yield vary from \$17,500,000 to \$22,500,000 annually. The law was approved May 17.

The Federation pointed out that New York City already has a 1 cent a package emergency sales tax, enacted last year, which yielded \$4,850,402 during the six months it was in operation in 1938. However, unless the city council re-enacts the tax, it will expire on June 30.

The Rhode Island and New York cigarette taxes are the first to be approved since 1937. Six state legislatures still are considering similar bills. The states, none of which has the cigarette tax at present, are California, Massachusetts, Michigan, Missouri, New Hampshire and Wisconsin.

The rate of the taxes in the 23 states varies from 5 to 2 cents per pack. Only one state, Arkansas, has the 5 cent tax, however. Three states -- Louisiana, Mississippi and South Carolina -- levy a tax of 4 cents a pack; while the tax is 3 cents per package in seven states -- Alabama, Georgia, North Dakota, Oklahoma, South Dakota, Tennessee and Texas.

In the remaining 12 states, the rate is 2 cents a package. These states are Arizona, Connecticut, Iowa, Kansas, Kentucky, New York, Ohio, Pennsylvania, Rhode Island, Utah, Vermont and Washington.

Eighteen Cities Join Merit System Ranks This Year

Eighteen cities adopted or extended civil service provisions for their personnel between Jan. 1 and June 1, the Civil Service Assembly of the United States and Canada reported today. With the new additions, more than 700 cities now operate under merit systems.

Atlanta, Ga., with approval of the state legislature, is the largest city thus far placing employees under a merit system in the 1939 group. A majority of the city's workers will come under the plan, which is to be administered by a personnel board.

The other cities adopting merit administration were: Greenville, S.C.; Owensboro, Ky.; Lincoln Park, Mich.; Chicago Heights and Mt. Vernon, Ill. Voters of Monmouth and Sterling, Ill. approved merit system proposals in April. Fairfield, Homewood and Tarrant, Ala. were added to ten other municipalities served by the personnel board of Jefferson County, under permissive state law.

Cities broadening their civil service systems include Fort Smith, Ark., Norfolk, Va. and Newport, Ky., all of which extended coverage from police and firemen to all city employees. Elgin, Ill. also brought additional employees under civil service already established. Fayetteville, N.C. and Gary, Ind., by action of their respective legislatures, gained merit systems for police department employees.

In Detroit, Mich. a police merit board was established recently when citizens approved a charter amendment providing for a merit system for officers and employees of the city's police department.

The 1939 additions to merit system cities have already passed the half-way mark of 1938 adoption, which totaled 29, according to the Association.

New York City Acts To Halt 24-Hour Parking, Protect World's Fair Visitors

New York City police officials have issued two orders designed to protect visitors to the New York World's Fair, the International Association of Chiefs of Police reported today. The orders prohibit 24-hour parking and govern taxicab and bus operations.

Under the parking order, any vehicle found parked for 24 hours will be considered abandoned, and removed to the nearest police station. To reclaim his car, the owner must pay \$5 plus a storage charge of 50 cents a day. It was explained that this move was necessary because of increasing traffic congestion.

The regulations governing taxicab and bus operations provide that sight-seeing cabs and buses must display prominently the rate charged for a tour, and that all rates be filed with the police. Sight-seeing schedules must be adhered to, and additional passengers must not be picked up between the starting point and the end of the tour. It is unlawful for a driver to charge other than a flat-rate fee.

* * *

Packing Plants To Help Finance South St. Paul, Minn. Sewage Plant

Packing industries of South St. Paul, Minn. have agreed to pay 65 per cent of the cost of a new \$960,000 sewage disposal plant, the International City Managers' Association reported today. They also have agreed to pay 90 per cent of the maintenance costs.

Sewage from the packing plants is estimated as equivalent to that from a city of 200,000 population, the Association said. The population of South St. Paul is only about 10,000.

Because of the extremely heavy load of packing plant waste, South St. Paul is not included in the metropolitan sewage district of Minneapolis and St. Paul. When the district was established, in 1933, it was believed that the packing plants would receive too liberal treatment if they were handled in the same manner as other industries in the sanitary district, the Association said.

* * *

Legislative Pay Increases Proposed In Five States

Although legislators in five states considered proposals to raise their salaries this year, in only one instance has a bill designed to increase salaries been passed, the Council of State Governments said today. Under a new Washington law, voters in the November, 1940, election will pass on a constitutional amendment giving lawmakers the right to raise their own salaries.

Proposals to increase legislators' salaries still are pending before the Massachusetts and Missouri legislatures. In Tennessee and North Carolina, however, similar proposals were voted down.

Under the Massachusetts bill, pay will be increased from \$2,000 to \$3,000 per session. The \$3,000 represents a decrease in pay, however, because the Massachusetts legislature, which has been meeting annually, will meet once every two years after 1940. The Missouri proposal is designed to raise pay by constitutional amendment.

The average salary for approximately 7,500 legislators in the 48 states is slightly more than \$500 a session, according to the Council. At this rate, state legislators are paid an average of \$5.50 for each legislative calendar day, plus the usual traveling and office expenses. In all but four states--New Jersey, New York, Rhode Island and South Carolina--whose legislatures meet annually, sessions are held every two years.

Salary rates for state legislators range from \$120 a session in Oregon to \$5,000 per session in Illinois. Illinois, like many other states, pays by the two-year period. Oregon pays \$3 per calendar day, and the regular session is limited to 40 days. Legislators in states paying by the day receive extra compensation for special sessions.

On a basis of each session equalling a two-year period, states paying top salaries include Illinois, \$5,000; Ohio, \$4,000; Pennsylvania, \$3,000; Wisconsin and California, \$2,400 each. New York pays its legislators, who meet every year, \$2,500 a year.

States paying legislators by the day include: Kansas, \$3 a day, not to exceed \$150 for regular or \$90 for special sessions; Alabama, \$4 a day, not to exceed 50 regular, or 30 special session days; Washington, \$5 a day, and Kentucky \$10 a day.

Illinois is one of the most recent states in which legislators voted pay increases. Until 1937, Illinois lawmakers were paid \$3,500 a session for the two-year period. They raised their salaries to \$5,000 during the 1937 session.

Not a valid mailing address

Court Decision, State Law Establish Parking Violation Responsibility

An automobile owner is responsible for parking violations involving his car even if it is driven by someone else, according to a Michigan supreme court decision and a new California law reported today by the International Association of Chiefs of Police.

The Michigan supreme court handed down its decision in upholding the validity of a Detroit city ordinance, which says that the registration card or license plates displayed on the automobile "shall constitute in evidence a prima facie presumption that the owner...was the person who parked...where such violation occurred."

The court held that statutes frequently provide for such prima facie presumptions in criminal prosecutions until the defendant has produced evidence in his behalf. "It is a reasonable assumption that a person who owns an automobile parks it, and the provisions of the ordinance are not unreasonable or unconstitutional," the court said.

The new California law says "proof that the defendant...was at the time of such (illegal) parking the registered owner of such vehicle shall constitute in evidence a prima facie presumption that the registered owner...was the person who parked...where...such violation occurred."

In connection with parking ordinances, the Association noted that under a recent ruling by the Chicago, Ill. corporation counsel, a motorist receiving a ticket for illegal parking is not legally bound to appear in court in answer to the complaint. To serve as a court summons, the ticket must be presented to the offender in person by an officer, or left at his home provided another copy is mailed to him.

The corporation counsel, in making the ruling, pointed out that the police could save time by attaching parking tickets to automobiles and then following them up with personal service if the motorist does not respond voluntarily.

A provision similar to that contained in the Chicago ruling appears in the California law. It states that before a warrant of arrest shall be issued in connection with a parking violation, the defendant must be notified--either by personal delivery or by deposit of the notice in the United States mail.

Portland Plans "Pay-As-You-Go" Recreation

A ten-year "pay-as-you-go" recreation plan recently voted for Portland, Ore. will make that city one of the few in the country with a comprehensive play program based on needs and financed from current revenues, the International City Managers' Association reported today.

Whereas many cities have bonded themselves heavily to secure park and play facilities, Portland expects to acquire land and complete improvements gradually throughout the next ten years.

Under the plan, which was voted as a charter amendment, the city will levy an annual fixed tax from 1939-1949 to finance the development. It is estimated that the levy will produce a revenue of slightly more than \$100,000 a year.

Land for the parks and playfields is to be acquired by the city council from private owners through purchase or exchange of city-owned real property. The council may also lease land with an option to purchase it for recreational purposes.

Backbone of the program, according to the Association, was a 1936 report of the city planning commission, based on analysis of factors such as population characteristics, neighborhood patterns, juvenile delinquency, and present recreational facilities of the city.

The program authorizes the city council to determine location of the new play areas in accordance with these findings. No project will be approved, however, until the city planning commission, in co-operation with community organizations, has prepared and submitted a detailed plan. The city and school district, which is a separate unit of government, has set up a joint committee to co-ordinate recreational facilities under the new plan.

Roads - Maintenance Public Works

Streets Take Biggest Share Of Municipal Maintenance Funds

Street repairs and street cleaning represent the largest part of the public works maintenance cost in big cities of the country, a survey of 18 representative municipalities by the American Public Works Association showed today. For these two functions 16 of the cities will pay out approximately \$15,000,000 in 1939.

While appropriations for street cleaning in these cities were increased \$200,000 this year over 1938, funds set aside for street repair were reduced more than \$1,000,000. "The decrease," the Association said, "probably is caused by the fact that some cities are attempting economy by deferring needed street repairs."

Annual bills for all maintenance activities in seven of the cities surveyed have run well over \$1,000,000 apiece for the past two years. Other functions usually included as maintenance activities are repair of bridges and other structures, sewer maintenance and cleaning, traffic signs and inspection of pavement cuts.

Topping the cities surveyed, in outlay for total maintenance expense, is Cleveland, O., which for 1939 estimates an expenditure of \$3,345,751 -- an increase of \$300,000 over 1938. Detroit, Los Angeles, Philadelphia, Milwaukee, Baltimore and Washington, D.C. are other cities spending more than \$1,000,000 for public works maintenance this year.

For the smaller cities in the group, 1939 maintenance appropriations run as follows: Toledo, O., \$577,196; Oakland, Calif., \$399,920. The maintenance bill for Syracuse, N.Y. is estimated at \$250,362, but street cleaning figures are not included. Atlanta estimates 1939 expenditures at \$358,470, and Louisville expects to spend \$459,813, excluding structure maintenance and pavement cut inspection. St. Paul will pay \$283,761 for street and sewer maintenance and cleaning.

Snow removal appropriations play a sizeable role in street cleaning costs of the northern cities, according to the survey. Rochester, N.Y., for example, is spending \$224,000 for ordinary street cleaning this year, and has made an appropriation of \$360,000 for snow riddance. Toledo has added \$22,500 for snow removal to its current appropriation of \$193,000 for street cleaning. Detroit's 1939 street cleaning bill is estimated at \$494,191, plus \$92,459 for snow riddance cost.

Maps Furnish Data To Improve Municipal Administration

City departmental heads are using an increasing variety of maps to obtain factual information for the improvement of municipal administration, the American Society of Planning Officials said today.

Map types include topographic, base, land use, street and air maps. Many major cities--including New York City, Detroit, Milwaukee, Seattle and Cincinnati--use them to obtain data on the physical structure of the city, land uses, and social and economic conditions.

An accurate, large-scale topographic map is essential for city planning, the Society said, because practically all physical aspects of the city's future growth are affected by the topography of its site. It is needed for development of a city's "master plan" map, since differences in grades and contours of the land influence street locations, layout of utilities systems, location of parks and other open areas, and subdivision platting and replatting.

Other base maps, such as line drawings, are necessary for community planning. In the case of small cities and villages, all the information probably can be put on one map, thus showing streets, railroads, parks, schools and other properties and facilities in relation to one another.

Land use maps are important for city planning purposes, the Society said, because they show existing conditions and developments. The data they contain often may be obtained from records in the assessor's office, from insurance maps, and from the building department, supplemented by field work to check for accuracy and to record such changes as additions to existing structures or property demolitions.

Street maps, showing major and minor thoroughfares, existing and proposed, are designed on a basis of factual data obtained by surveys of traffic volume, origin and destination of vehicles, areas and periods of greatest congestion. Surveys of vacant property and assessed valuations may be useful, along with traffic data, to determine where off-street parking lots, privately or municipally owned, may be located at low cost and in proportion to expected use.

Air maps are coming into greater use, the Society noted. The technique of making them is now well advanced. They can record a large amount of detail and can be secured quickly at a comparatively low cost.

Cities Save By Building Own Fire Equipment

Fresno, Calif. and Portland, Ore. have joined a growing list of cities which build their own fire apparatus to save money, the International City Managers' Association reported today.

Portland's savings last year on seven pieces of equipment completed in the fire department shop amounted to \$42,000. Fresno's firemen recently built two pieces of apparatus at one-third less than the price of new, assembled apparatus.

Milwaukee was the first city to start municipal repair and replacement of fire engines, and since 1925 has built practically all apparatus at an estimated 50 per cent saving. Indianapolis, Toledo, and Trenton, N.J. are other cities that follow the practice. In most of the cities, regular municipal garage employees are aiding firemen in the repair and building work.

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Virginia City Prohibits "Running-Board Solicitation"

Cape Charles, Va. has made it a misdemeanor to accost drivers of passing vehicles for the purpose of soliciting business for hotels, tourist homes and rooming houses, the American Municipal Association reported today.

The practice had become objectionable to tourists, and a number of women drivers had complained of being frightened by solicitors who jumped on the running-boards of their machines.

Cape Charles follows other municipalities which are either prohibiting or licensing "hotel runners," the Association said. St. Augustine, Fla., for example, has had an ordinance forbidding solicitation of hotel guests since 1928. Oklahoma City licenses all agents or solicitors seeking business for hotels or lodging houses at the rate of \$1.00 per month, and gives them badges through the police department.

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News Bulletin of
PUBLIC ADMINISTRATION CLEARING HOUSE
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1939
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Deaths, Injuries Decrease 35 Per Cent After Rural Accident Survey

A decrease of 35 per cent in deaths and injuries resulted in a selected area from accident prevention methods suggested by an analysis of rural traffic accidents by the California State Highway Patrol, the International Association of Chiefs of Police reported today.

The survey, covering three counties, was made in developing a selective traffic law enforcement program for California's rural highways. It resulted in a localization of high frequency accident areas, and an increased police personnel in these particular areas.

Decreases of 30.4 per cent in fatal accidents, and of 46.6 per cent in deaths caused by these accidents, resulted from application of the prevention methods. Other decreases were 35.7 per cent in accidents in which motorists were injured, and 34.5 per cent in the number of persons injured.

The Association pointed out that in the selected area reported by the California patrol, there was a 37 per cent increase in the number of traffic officers stationed at the high frequency accident area.

To localize these rural high frequency areas, accidents and arrests were broken down in a series of five charts showing an hourly comparison of accident frequency and enforcement, a daily accident and arrest frequency, suggested personnel distribution, an analysis of the residence of persons involved in accidents, and a comparison of the ratios of accidents to cause, and arrests to violation.

The hourly accident frequency chart showed that peak accident and arrest periods were 7:30 and 11:30 a.m., and 4:30 and 9:30 p.m. The majority of accidents and arrests occurred in the afternoon and early evening. Using this chart as a basis for officer distribution, it was decided that one officer should be stationed at high frequency points from 1 to 9 a.m.; two officers from 9 a.m. to 1 p.m.; four officers from 1 to 3 p.m. and six officers from 3 to 6 p.m. Officers then would be withdrawn gradually as the accident peak declined.

A daily accident and arrest frequency chart was made to determine which days of the week the greatest number of officers was needed. On a day-by-day basis, Sunday was found to be the peak day for accidents and arrests--averaging 10 deaths and 484 arrests. The averages declined to five killed and 125 arrested on Monday and one death and 92 arrests on Tuesday. The averages increased on Wednesday, dropped on Thursday, then gradually increased to Sunday.

Cities Adopt New Trailer Ordinances As Tourist Season Opens

The motorist who hitches a trailer to his automobile and starts out on a summer tour must abide by a growing number of city ordinances designed to regulate and control trailers and tourist camps, the American Society of Planning Officials reported today.

Among the many cities which enacted new trailer ordinances this year are Dayton, O., New York City, White Plains, N.Y., Tulsa, Cincinnati, Memphis and Arlington county (Washington, D.C. suburb) Va. Under these ordinances trailer operators must comply with health and sanitary regulations and, in many cases, with zoning laws. In some instances the time a trailer may stay in a city is limited.

Dayton's comprehensive trailer ordinance was passed in February. Trailers must be parked in restricted zones and must comply with city health and sanitary restrictions, and refuse and sewage disposal requirements. Trailers may not stay in the city for longer than one month except in certain specified areas.

The New York City and White Plains ordinances were enacted in anticipation of World's Fair trailer visitors, the Society said. The New York City law, an amendment to the administrative code, requires full compliance with the sanitary code and makes it unlawful to park a trailer on a vacant lot unless written permission from the owner or manager is obtained.

White Plains' law is designed to prevent encroachment of trailer camps on residential districts. In a recent case in which a property owner rented trailer space in his front yard, thereby violating a zoning statute, White Plains officials ordered the owner to remove the trailer or pay a fine. City officials said that a trailer camp could not be considered an accessory use in a residential district, and that it was contrary to the purpose and spirit of the zoning ordinance.

Sauk City, Wis. prohibits the parking of trailers within the city for more than 20 days without a permit, which will be issued only after the trailer has been connected with sewer, water and electrical systems, and the owner has complied with the city's sanitary code.

With more than 300,000 persons in the United States living in auto-trailers, a serious problem has arisen to confront city health and housing officials, the Society said. One major aspect of the situation is that public and private camps in which trailers may park are, for the most part, inadequately equipped with plumbing and electricity. This has increased a need for more stringent regulation and control, and many cities are responding by tightening their local ordinances.

Municipal Finance - Payroll

Cities, States Use Check-Signing Machines Without Special Authority

Faced with the necessity of getting out large payrolls and other payments in a limited time, many cities and states are using check-signing machines without special charter or statutory authorization, the Municipal Finance Officers' Association of the United States and Canada said today. The cities include New York City, Boston, Milwaukee, St. Paul, and Saginaw, Mich.

In Boston, no special legislation was necessary to permit use of the machines because, city officials said, for all intents and purposes signatures are regarded as originals. Milwaukee's city council authorized the use of check-signing machines, although there is no special charter or legislation pertaining to the matter. Use of the machines in Saginaw was authorized by a written communication from the city manager.

Although Missouri has no legislation permitting signatures by check-signing machines, the state auditor cites as his authority an opinion from the state attorney-general. St. Paul has no special authorization, but the city did ask its surety company for a special endorsement on its policy covering forgeries.

New York City has used check-signing machines for 30 years without legislative authorization. However, the city's administrative code was amended this year to provide for the acceptance of facsimile signatures on warrants and checks by banks and trust companies.

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Water Softening Plant

Water Softening Plant Saves \$716,000 Yearly In Soaps, Linens

Construction of a \$9,000,000 addition to the Toledo, O. water works system, including a water softening plant, will save homes, industries and railroads approximately \$716,000 a year for soaps, linens and softening compounds, the American Public Works Association reported today.

Each year in Toledo, the cost of soap per family averages around \$3.50, Toledo city officials said. They estimate that debt service charges on the new plant will be covered easily by this saving alone.

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Thirty-Four States Require Separate Appraisal Of Land, Improvements

One of the primary requisites of sound property assessment practice is the separate appraisal of land and improvements, the National Association of Assessing Officers reported today.

Such a policy results in a more equalized assessment, and is invaluable in assuring taxpayers that assessment of their property is in line with the assessment of other properties, the Association said.

In 34 states surveyed by the Association, assessors of the primary districts are required to appraise and list land and improvements separately. This is required by statute in 25 of the states. In the remaining nine states, separate appraisal is required by state tax department regulations.

In addition, separate appraisal is a common practice in three states where it apparently is not required by law, the Association said.

In the remaining 11 states, separate valuation of land and improvements is not required nor commonly practiced, according to the report. However, in this group of states, a few cities--including Detroit, Philadelphia, Pittsburgh and Wilmington--require separation by local law. In a number of other cities, the practice has been instituted by assessing officers on their own initiative.

For the most part, the Association said, overlapping local assessment districts, and primary (usually county or township) districts in which they are located, are subject to the same law as concerns separation of appraisals. When separation is optional with assessors, it is somewhat more frequent in overlapping districts than in primary districts, the Association said.

Municipal Bus Fleets Owned, Operated By 16 Cities

Following a trend toward replacement of streetcars with buses, at least 16 American cities now own and operate their own motor coach transportation systems, a survey by the International City Managers' Association showed today.

Three cities -- Alexandria, La., Ashtabula, O. and St. Petersburg, Fla. -- have replaced within the last year their entire city-owned streetcar lines with buses, the survey revealed.

Bus systems are owned and operated also by Detroit, San Francisco, Seattle, Phoenix, Eureka, Calif., Tacoma, Coral Gables, Fla., San Angelo, Tex., Greenfield-Montague, Mass., Monroe, La., Radford, Va., and Culver City and Santa Monica, Calif. The first five cities operate their bus systems in conjunction with city-owned streetcar lines.

Seven of the cities reported profits from last year's operations including Detroit, Culver City, Santa Monica and Radford. Detroit's profit was \$1,500,000 and Santa Monica's, \$16,000.

The five-cent fare is the usual charge where city-owned bus systems operate -- nine municipalities making that charge. Of the other cities, Culver City has a 7-cent charge, Ashtabula and Tacoma an 8-cent fare, and four cities -- Detroit, Greenfield-Montague, Seattle and St. Petersburg -- charge 10 cents.

Ashtabula, where the 8-cent fare is in effect, sells four tokens for 25 cents, and charges school children 5 cents. Children in Monroe and Radford pay only 2½ cents a ride, while in summer in Seattle, the fare for children is 2 cents. St. Petersburg charges 10 cents a ride before 6:30 p.m. and 5 cents after.

Operating expenses for the municipally owned bus lines ranged from 14.3 cents a mile for Detroit to 28.8 cents a mile for San Francisco. Other figures showed operating expenses in Greenfield-Montague were 14.6 cents a mile; in Santa Monica, 15 cents; in Phoenix, 15.9; and in Seattle, 20.4. San Francisco's figure included the city's share of the employee pension reserve.

The city-owned fleets range in number of buses from 1,270 in Detroit to two in Eureka. Seattle operates 115 buses, Santa Monica 26, and Coral Gables 12. Seating capacity of the buses usually ranges from 20 to 30 passengers, although Detroit operates 15- to 40-passenger buses.

The Average Governor--51 Years Old, Earns \$7,916 Yearly, Father Of Three

The average state governor is about 51 years of age, receives a yearly salary of \$7,916, is a lawyer by profession and a democrat politically, a study by the Council of State Governments showed today.

The father of three children, he prepared himself for the job as chief executive by serving in either the state house of representatives, the state senate, or both. Our average governor is serving his first term.

All the governors of the 48 states were included in the study, which surveyed ages, salaries, profession, and family.

Gov. Harold Stassen of Minnesota was found to be the youngest chief executive --he is 33 years old. The oldest governor is Luren D. Dickinson of Michigan who, at 80, is holding his first governorship after serving as lieutenant governor for seven consecutive terms. Twelve governors are 45 or under, 22 are between the ages of 46 and 55, and 14 are 56 or more years of age.

Although the governors' average salaries now equal \$7,916, the Council pointed out that the average will go up to \$8,155 in 1940. Next year, the salary in Louisiana will increase from \$7,500 to \$12,000; in Kentucky, from \$6,500 to \$10,000; and in West Virginia, from \$8,000 to \$10,000.

The Council found that the average governor serves either a four-year or a two-year term. In 24 states, the term is for four years, while in 23 the the term is for two years. In one state--New Jersey--the governor serves for three years.

In only 11 states are there governors who have served previous terms---Alabama, Georgia, Illinois, Maine, Nebraska, New Hampshire, New Jersey, New York, Utah, Vermont and Virginia.

On length of service, Gov. Herbert H. Lehman of New York could be considered the "Dean of Governors"---he is serving his fourth straight term. The first three were for two years, while his present term will run four years. Two governors--Robert L. Cochran of Nebraska and A. Harry Moore of New Jersey--are serving their third terms in office.

Seventeen states have constitutional limits to the number of terms a governor may serve, the study showed. In 13 states, a governor may not succeed himself in office. In New Jersey, for example, Governor Moore served during 1926-29, and during 1932-35. His present term ends in 1941. Governors in Delaware and Oregon may serve two consecutive terms, while in Tennessee the chief executive may serve three consecutive terms. There are no constitutional limits to length of service of governors in other states, the survey showed.

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Illinois 10th State To Pass Pre-Natal Blood Test Law

Approval by the Illinois legislature of an act requiring physicians to take blood tests of all expectant mothers coming under their care brings to 10 the number of states making this move in an effort to prevent transmission of syphilis to children, the Council of State Governments said today.

Under the Illinois law, laboratories approved by the state department of health will make the tests. An unusual feature of the law is that birth certificates must state that tests were made, but shall not indicate results of the tests.

The measure was enacted to supplement a law passed in 1937 requiring blood tests before marriage.

Similar pre-natal blood test laws have been enacted by California, Iowa, Maine, North Carolina, Oklahoma, Pennsylvania, New York, New Jersey and Rhode Island.

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San Francisco Keeps Citizens Informed Through Broadcasts

San Francisco's citizens are getting better acquainted with local governmental affairs through a weekly radio broadcast, "Your San Francisco," the International City Managers' Association reported today.

The broadcasts, held every Sunday night, come directly from centers of municipal activity, such as the municipal hospital or water works. They are conducted on an informal level and in such a manner that the listeners will understand each problem.

Chief of Police William J. Quinn recently described the work of his department in a broadcast direct from the city hall. A dramatic effect was produced through inclusion of teletype machines in operation and the voice of the police-radio dispatcher with the familiar words, "calling all cars...."

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San Francisco Keeps Citizens Informed Through Broadcasts

San Francisco's citizens are getting better acquainted with local governmental affairs through a weekly radio broadcast, "Your San Francisco," the International City Managers' Association reported today.

The broadcasts, held every Sunday night, come directly from centers of municipal activity, such as the municipal hospital or water works. They are conducted on an informal level and in such a manner that the listeners will understand each problem.

Chief of Police William J. Quinn recently described the work of his department in a broadcast direct from the city hall. A dramatic effect was produced through inclusion of teletype machines in operation and the voice of the police-radio dispatcher with the familiar words, "calling all cars...."

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Scientific Land Assessment Plan Based On Soil Classification

An unusual scientific program for the assessment of rural land, employing advanced techniques, has been developed by the San Diego (Calif.) county assessor, the National Association of Assessing Officers reported today. The foundation of the plan is a complete soil classification program based on a soil survey completed in 1935 by the United States Department of Agriculture.

The land first was graded as to depth of soil and suitability for agriculture. Three depth grades, ranging from $1\frac{1}{2}$ to 6 inches were established. The three suitability grades were: 1) flat or gently rolling land; 2) rolling land; 3) rolling to steep surface land.

The next step was to make a complete soil map. Aerial photographs were used as the basis for tax maps showing property lines, water sources, etc. Areas of different land classes were outlined on the tax maps and symbols were placed on the map designating the soil type, depth, topography and whether the land was under cultivation or still in brush.

A base value then was determined for each land class and grade, ranging from "Sierra Stony Sand Loam, #1, gently rolling" at \$80 an acre, to 80 cents an acre for rocky, non-tillable mountain land.

Proceeding from these base values, the assessed value per acre then is determined by additional factors measuring other conditions affecting values. Water supply is of prime importance in San Diego county, and land under actual irrigation receives the highest rating. Land not under irrigation is graded according to availability of a source of water supply.

Climatic condition is considered in the form of a frost hazard rating--frost free, occasional frost and annual frost. A final modification--the location factor--then is made on the basis of the remaining value influences, such as highway conditions and accessibility, distance to community center, and transportation facilities.

Assignment of proper land rating factors is accomplished by dividing the rural sections of the county into a number of zones comparable as to land values. In each zone, land value influences due to location are relatively the same for each ownership.

A feature of the assessment program is the utilization of a citizens' advisory committee to check the assessor's rating factors and other techniques, the report said. The committee is divided into five sub-committees, each reviewing different phases of the work.

Housing management - Tenant related
Low Cost Furnishings Demonstrated To Housing Project Tenants

A plan under which new tenants of low-cost housing projects may avoid going deeply into debt on new household furnishings has been developed by the Minneapolis and Detroit housing authorities, the National Association of Housing Officials reported today. The United States Housing Authority collaborated in perfecting the method.

The plan is based on the display of furnished dwelling units in the housing projects. The displays are designed to demonstrate to families of limited income how to achieve attractive results in furnishing a home without purchase of new or expensive articles.

A part of the furniture in the Minneapolis and Detroit display units was secondhand, the report said. This was combined with new articles that were homemade or purchased at a low cost.

"Such displays tend to deter families from incurring heavy indebtedness for goods purchased on the installment plan," the report said. "Experience has shown that this is a problem to be safeguarded against when low-income families move from slums to new and modern homes."

Home furnishing demonstrations were tried at Minneapolis in the Sumner Field Homes project, where display units of two and three rooms were set up. Furniture and equipment was borrowed from Good Will Industries and from private homes. In addition, a number of homemade pieces was included to illustrate the type of furniture that might readily be constructed by the housewife or other members of the family.

Staff members of the home economics department of the University of Minnesota helped plan the display units, and the services of seamstresses, carpenters, handicraft specialists and others on various Works Progress Administration projects were used in reconditioning secondhand furniture, making curtains, etc. When opened for inspection guides were on hand to answer questions, and free consultant service in home furnishing was offered to tenants.

Eight Principles Of Municipal Purchasing Shown In Survey

Although there is no single or "model" pattern for the organization and administration of a municipal purchasing department, there are at least eight principles which make for the success of such a centralized office, the Public Administration Service said in a report today. The eight principles are:

- 1---Centralized authority over purchasing.
- 2---Maintenance of competent purchasing personnel.
- 3---Development of standards and specifications to assure the quality of goods purchased.
- 4---Consolidation of departmental requirements into quantity purchases to obtain lower prices.
- 5---Stimulation of active competition among bidders.
- 6---Inspection and testing of goods delivered to enforce compliance with specifications and terms of orders.
- 7---Control over goods in storage.
- 8---Control over salvage.

Industry, more than 30 years ago, solved its purchasing problems by the employment of specially qualified purchasing agents to exercise authority over all buying activities. This plan proved so efficient and economical that it has been adopted by more than 200 cities in the United States and Canada, the report said.

In the majority of small cities, however, purchasing still is the function of the individual department heads, according to the report. Nevertheless small cities can use some of the techniques of centralized purchasing even though unwilling or unable to adopt complete centralization.

The first step in the establishment of a satisfactory municipal purchasing plan is to fix responsibility for purchasing on a single officer or agency, and to define the scope of that responsibility and the manner of its exercise, the report said. Once authority is established, other phases of centralized purchasing may be worked out according to the best interests of the municipality.

Experience has shown that a satisfactory centralized purchasing procedure can save a municipality from 10 to 15 per cent on expenditures for commodities, the report said. Such a saving may be even greater in small cities because of the higher unit prices occasioned by small purchases and by dealing only with local merchants.

Special Committee Helps In Detroit Fight Against Sub-Standard Housing

Detroit is eliminating sub-standard housing through efforts of a special committee appointed to check dwellings from which tenants for low-rent housing projects have moved, the National Association of Housing Officials reported today.

A recent report by the committee, composed of members of the board of health, department of building and safety engineering, and fire department, said that owners of 666 dwelling units have been notified that major defects must be corrected before new tenants could move in.

In addition to the committee's work, the department of building and safety engineering has speeded up its own investigational activities, and has issued violation notices on 761 dwelling units and demolition orders on 170 units.

The report said that after the movement to eliminate sub-standard housing started, many owners voluntarily made corrections or demolitions, apparently to avoid receipt of official notices.

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Aviation Unit Added To New York City Police Department

Plans have been completed by New York City police officials for operation of an aviation unit of two airplanes and 12 mechanics and pilots, the International Association of Chiefs of Police reported today.

Contracts already have been awarded for the two airplanes, one an amphibian costing \$19,000 and the other a land plane costing \$14,000. Mechanics and pilots of the unit, who have had previous air experience, are completing preliminary training periods at present.

New York City police officials said that duties of the new air patrol will include controlling air traffic at airports as well as automobile traffic. The airplanes will be fitted with two-way radio sets.

Some years ago New York City operated an aviation unit, but it was abandoned.

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Interstate Trade Barrier Legislation Defeated By Many States

An uprising by many state legislatures this year against proposals which would restrict or block the free flow of commerce between states has resulted in the repeal of laws establishing interstate trade barriers, and the rejection of many bills submitted to legislatures for this purpose.

At least five states took from their statute books laws jeopardizing commerce and friendly relations with neighboring states. Legislatures in a score of states refused to pass from one to six trade barrier proposals each.

The Council of State Governments, which in April played host in Chicago to state and federal officials at the National Conference on Interstate Trade Barriers, reported in a survey today that the action by the states has checked a rapidly expanding practice which, if allowed to continue, would have "Balkanized" America.

One of the outstanding actions against trade barrier legislation was the repeal by Indiana of port-of-entry provisions in its state alcoholic beverage act. The repeal resulted from efforts of Indiana, Illinois, Kentucky, Ohio and Michigan to cooperate in solving problems arising from conflicting liquor law provisions. Missouri also repealed a liquor act which, although called "anti-discriminatory," in effect constituted a trade barrier.

Oklahoma repealed its 1937 port-of-entry law because Texas, considering the statute an unfriendly act, planned to retaliate by enacting a similar law against Oklahoma. Texas reconsidered when Oklahoma repealed its port-of-entry law. New Mexico repealed several trade barrier laws, including one which levied a 5-day license fee on out-of-state salesmen. Florida took from its statute books a law levying high inspection fees on imported eggs.

Several state legislatures defeated bills discriminating against foreign trucks. Connecticut refused to approve a bill which would compel operators of out-of-state trucks and buses to purchase Connecticut gasoline by limiting the size and

(MORE)

number of gasoline tanks on commercial vehicles. Arizona and Missouri also rejected discriminatory bills against out-of-state trucks.

Legislative discrimination against out-of-state wines and beers was rejected by California, Connecticut, Florida, Oregon and New Jersey. California refused to adopt retaliatory measures against products of several eastern states which imposed discriminatory taxes on California wines. Connecticut voted down a bill to tax imported beer at seven cents a gallon.

Opposition to legislation granting preference to local materials in state purchases---one of the oldest types of trade barriers---was expressed by half a dozen states. Ohio turned down a bill under which state institutions could purchase only coal mined in Ohio. Connecticut refused passage to legislation providing that all state contracts for supplies and public works must be awarded to resident bidders if their bids were not more than 3 per cent higher than those of out-of-state bidders.

Several states rejected bills to place high tariffs on out-of-state agricultural products. Oregon and Vermont turned down tax bills discriminating against oleomargarine, while Iowa refused to increase its present oleomargarine tax. Arkansas legislators would not pass a bill to levy a 25 per cent duty upon products of four mid-western states which had imposed tariffs on certain Arkansas agricultural products, particularly cottonseed oil.

Trade barriers against dairy and milk products were rejected by at least three states. California refused to pass a bill which would have established a barrier against the importation of butter. In New York, legislators defeated a proposal under which products used in the manufacture of ice cream could not be brought into the state without a permit from the state health commissioner.

The "Good Neighbor" spirit displayed by legislators and governors is as important as the defeat or repeal of trade barrier legislation, the Council said. Gov. Herbert R. O'Connor of Maryland approved a resolution passed by his legislature calling upon each of the states to discourage the erection of trade barriers. Florida adopted a similar resolution, while in California Gov. Culbert L. Olson advised his legislature that "any legislation tending to establish trade barriers against products of other states sold in California would be vetoed."

Twenty-Five States Prepared To Tax Federal Salaries

At least 25 of the 31 states having personal income tax laws are prepared to tax the salaries of federal employes under the Public Salary Tax act passed by Congress this year, the Federation of Tax Administrators reported today.

In some of these states, no statutory changes in the state law were necessary; in the other states, legislation was necessary to delete provisions exempting federal salaries from state taxation.

The new federal salary act raised numerous administrative problems for tax officials throughout the country, the Federation said. In Montana, for example, the salaries of Home Owners' Loan Corporation employes had been subject, under a state supreme court decision, to state income taxation before the federal act was passed.

The Montana income tax department hesitated to attempt collection of delinquent income taxes of several HOLC employes, however, because the Public Salary Tax act provides that if a state collects taxes on any federal salaries received before Jan. 1, 1939, all state salaries received during the same period will be taxed by the federal government.

Reports from other states which also had taxed certain federal salaries before passage of the federal salary act indicated they will not press the tax claims.

California will not attempt to collect taxes on federal salaries even though they were assessed before 1939. Payments made prior to the act will not be refunded, but those made after the act will be, the report said.

Colorado will grant refunds to all federal employes who paid taxes levied prior to the federal act, providing the taxpayer fills out an application for refund, or if the payment is discovered in the course of the regular examination of returns.

Louisiana will not enforce assessments made previously to the federal act, but no decision has been reached on the matter of refunding taxes already paid. Missouri has entered suits for collection where the assessment has not been protested. However, these suits are not being pressed, and the state has requested a ruling from the Internal Revenue Bureau. New York, South Dakota and Wisconsin report they are facing the problem, but that no decision has been reached.

False Fire Alarms Cause Concern In Many Cities

False alarms, which in some cities average up to 20 per cent of the total alarms, are causing concern among officials of many cities, the International City Managers' Association reported today.

In an effort to curb the practice of turning in false alarms, which result in additional fire department costs and in deaths and injuries to firemen and pedestrians, many approaches have been used.

Portland, Ore. attached a sign---"Think---A False Alarm May Cost a Life"---to its fire alarm boxes. City officials say the number of false alarms was cut substantially. Cambridge, Mass. uses this same method.

The penal code of New York state sets penalties for turning in false alarms at a minimum fine of \$10, or ten days' imprisonment, or both. In Boston, a warning was issued that sounding a false alarm or tampering with a fire box is punishable by a fine of not more than \$500 or two months in jail.

Boston officials also have tried a system under which sirens are placed on fire boxes in areas which show a high percentage of false alarms. It was found that wherever these sirens were placed, false alarms practically have stopped.

The city of Chicago has offered a reward of \$200 for information leading to the conviction of a person turning in a false alarm. The offer was made after a fireman was killed in a crash between a fire truck and a streetcar. The truck was answering a false alarm.

The Association said that children of school age--both boys and girls--lead the types of persons turning in false alarms. Intoxicated persons, mental defectives and firemen or ex-firemen were next in order.

Two Basic Methods Of Administering Old Age Assistance Used By States

The widespread establishment of state systems of old age assistance administration has been one of the most outstanding developments in the history of public assistance, according to a survey reported today by the Committee on Public Administration of the Social Science Research Council.

Twenty years ago there was only one old age assistance law in effect -- that of Alaska, the study said. Today, all 48 states, the District of Columbia, and the territories of Alaska and Hawaii have such laws. Most of the laws have been passed since 1930.

Under these programs, approximately 1,700,000 needy aged are receiving benefits totaling more than \$30,000,000 a month, according to the report, which resulted from an analysis of administration methods of 12 selected states.

Two basic methods for administering these programs have been developed by the states, the study showed. They are:

1 - Local administration under state supervision -- in which the operating activities usually are allocated by law to subdivisions of the state, and a state agency is designated to supervise the program.

2 - State operated administration -- under which the major administrative responsibility for the direct execution of the program is assigned to one state agency.

Of the 12 states surveyed, seven were in the first category -- California, Colorado, Indiana, Massachusetts, New Jersey, New York and Wisconsin. The other five states -- Connecticut, Florida, Iowa, Mississippi and Washington -- have state-operated systems.

Some degree of local participation in administration was found in all the administrative methods analyzed, the study said. Likewise, most of the state agencies were found to have assumed some direct operating activities.

A common administrative problem of all states is the question of the degree of decentralization desirable within the program. Since all administrative plans have been at least partially decentralized, the states are faced with the problem of the proper relationship between the supervisory or state agency and the local agencies.

Entitled "The Administration of Old Age Assistance," the study was made by Robert T. Lansdale and three associates -- Elizabeth Long, Agnes Leisy and Byron T. Hipple. It is published by Public Administration Service.

City Employees May Participate In State Retirement System In California

California, with approval by its legislature this year, has become the fourth state in which employes of local governments may participate in the state employes' retirement system, the Municipal Finance Officers' Association of the United States and Canada reported today.

New York, New Jersey and Ohio are the other states in which such participation is permitted.

In addition to California's action in this field, North Carolina's legislature this year voted approval to a state-wide retirement plan for the benefit of local employes. This plan, unlike California's, was not created originally for state employes and they will not participate.

Wisconsin is considering legislation similar to North Carolina's, and Illinois has a state-wide retirement system which applies only to public utility employes, the Association said.

Under the various state retirement systems for municipal employe participation, both the employe and the municipality for which he works contribute, usually in equal amounts. The same age and length-of-service retirement standards applying to state employes usually apply to city employes.

In most cases, arrangements are made under which employes who worked for the city before it became a member of the state retirement system may receive benefits from the date of their initial employment.

Under the new California act, a city may become a member of the state retirement system by ballot. The plan first must be approved by the various employe groups, such as police and firemen. Then, it must be approved by two-thirds of the local governing body. If any group of employes votes to be excluded, they may not participate despite approval of the governing body.

In New York state, 47 of the state's 62 counties, 185 cities and towns, and 103 miscellaneous governmental agencies (consisting mostly of school districts) are participating in the state employes' retirement system.

Albany, Buffalo, Syracuse, Schenectady, Utica and Yonkers are a few of the New York cities participating in the state system.

St. Louis Adopts Municipal Cigarette Tax

St. Louis, Mo. has joined the list of cities levying municipal cigarette taxes, the Federation of Tax Administrators said today. St. Louis adopted its two cents a package tax in June, and the city anticipates a yield of \$1,000,000 annually.

New York city in June acted to retain its one cent a package emergency cigarette tax, despite passage by the state legislature of a two cents a package tax. City officials believe their tax will yield approximately \$10,000,000 annually.

Cities now levying local cigarette taxes, besides New York city and St. Louis, include Birmingham, Ala., Kansas City, Mo. and four Florida cities.

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Michigan Law Eliminates Trade-Ins From Tax

To prevent the pyramiding of sales taxes on sales in which property is taken in trade, the Michigan legislature has passed an act which permits credits against the sales price of goods taken in trade, the Federation of Tax Administrators reported today.

The credit does not apply on first sales, however, the Federation said.

For example, if a new car which sells for \$1,000 is disposed of for \$500 in cash plus a used car valued at \$500, the tax is collectable on the \$1,000. However, if the dealer then sells the trade-in machine for \$500, accepting payment of \$300 in cash plus a used car valued at \$200, the value of the trade-in is deducted in figuring the amount of tax the dealer must pay. The tax must be paid on the \$300 cash.

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Welfare, Reorganization Measures Highlight 1939 Legislative Sessions

With all but four of the 44 state legislative sessions of 1939 adjourned, highlights of the year's work noted by the Council of State Governments today showed a predominance of social welfare and reorganization measures new on state law books. New tax and finance measures were few.

Approximately 600 laws in the general field of welfare have received legislative approval and been signed by the governors. Pensions and other forms of assistance claimed attention of the legislatures without exception, old age assistance proposals alone totaling more than 700. Most of the pension bills that passed redefined eligibility for aid and occasionally broadened coverage, steering clear of increased monthly checks.

Considerable unemployment compensation legislation was enacted to conform to recommendations of the advisory council on social security of the Social Security Board. Changes designed to improve administration of state welfare departments were made in Arkansas, Iowa, Kansas, Minnesota, Oregon, Tennessee and Washington.

In the public health field, legislatures of Iowa, Maine, New Hampshire, New Mexico, Ohio, Rhode Island and Vermont passed special enabling acts permitting non-profit hospital service plans under regulation of state insurance departments. Legislation permitting group medical and dental care was approved in Utah. Ten states were added to the 10 already demanding pre-marital blood tests for the purpose of eliminating social diseases, and seven new states approved blood test mandates for expectant mothers.

With economy an important objective, many of the reorganization plans effected centralization in state governments and placed increased power in the hands of the governors. Rhode Island, which abolished entirely the present structure of administrative divisions, made broad reallocations of departmental functions, for an annual saving of \$1,000,000 in operating expenses. Iowa considered 66 reorganization bills, passing 51 of the consolidation and centralization measures. Minnesota's reorganization act pioneered in creating a Department of Administration headed by a commissioner who virtually will be "state manager." Arizona, Kansas, Maryland, Oklahoma and a dozen other states approved measures for less inclusive administrative changes.

At the risk of leaving budgets unbalanced, legislators in many states carried out campaign promises of "no new taxes." Several states met financing problems temporarily in the fashion of Pennsylvania, which re-enacted the entire tax program of the previous biennium.

(MORE)

Among new levies, however, were the 2-cent cigarette tax in New Hampshire, New York and Rhode Island, which brought to 24 the number of states assessing this type of tax. No new sales taxes were enacted, but use taxes were added in New Mexico, North Dakota, South Dakota and North Carolina.

Liquor taxes were raised in Arkansas, Delaware, Indiana, New York, Maryland, Tennessee and Vermont. North Dakota increased the gas tax one cent and new diesel fuel taxes appeared in Florida and Oklahoma. A classified income tax was enacted in Maryland. California enacted a gift tax estimated to return the state \$1,000,000 a year.

Labor measures reaching passage defined more specific limitations. Laws to regulate lockouts and picketing and to facilitate settlement of industrial disputes were approved in Michigan, Minnesota, Ohio, Pennsylvania, Rhode Island and Wisconsin. Pennsylvania's legislature amended drastically its labor relations act of 1937 to give employers the right of appeal for elections in labor disputes, and also outlawed sit-down strikes.

Little was done to further farm interests, although such states as Iowa, Montana, Vermont and Texas enacted soil conservation measures. Oregon, which recodified its entire agricultural law, provided for establishment of state forests and state acquisition of cut-over lands.

Legislative changes regarding law enforcement were relatively unimportant. West Virginia, however, created a model system of parole and probation with a full-time director and staff and streamlined the state's minor judiciary.

Oklahoma enacted a stiff slot machine law providing for removal of county officials where gambling devices operate for any length of time. Texas increased penalties for writing "hot checks." West Virginia stamped participation in numbers lotteries a felony, and made possession of a numbers slip prima facie evidence. Indiana became the first state to recognize scientific tests for intoxication as evidence of drunken driving.

Other measures gaining wide attention were civil service and low-rent housing. Legislative action by Alabama, Minnesota, New Mexico and Rhode Island brought to 17 the number of states with state merit systems, while Arkansas repealed its civil service law. Action by Arizona, Idaho, Missouri, New Mexico and Washington brought to a total of 38 the number of states with acts enabling cities to enter the public housing program.

The trend toward interstate action on mutual problems was strengthened with creation of commissions on interstate cooperation in Utah, Maine, and Delaware. Forty-one states now have these agencies. Half a dozen states repealed laws acting as barriers to free interstate trade, and in other states proposals for such laws met defeat.

Boards Of Tax Appeals Set Up By Three More States

State boards of tax appeals have been set up this year by Wisconsin, Minnesota and Ohio, bringing to eight the number of states in which such action has been taken, the National Association of Assessing Officers reported today. In addition, the District of Columbia has such a board, created last year.

Oldest of these agencies is the South Carolina tax board of review, established more than 20 years ago. There were no other state boards created until 1930, when Massachusetts established a full-time board. New Jersey followed with a similar board in 1931. Louisiana created a part-time board of tax appeals in 1934 for the sole purpose of hearing income tax appeals, and Georgia established a board having broader jurisdiction in 1937.

In each instance since the beginning of the recent movement in 1930, the board of tax appeals was conceived as a special tax court to hear appeals from decisions of a tax department headed by a single administrator.

In five states, including the three establishing state boards of tax appeals this year, the action was accompanied by a shift from a three- or four-man tax commission to a single tax commissioner. Typical is the case of Ohio, where a four-man tax commission was replaced by a single tax commissioner and a three-man board of tax appeals. The tax commissioner takes over the administrative duties of the former commission, while the board takes over its quasi-judicial duties which include hearing appeals from county boards of review and passing on exemptions from property taxation.

Jurisdiction of the boards varies considerably, the Association said. In Louisiana the board hears appeals only from income tax assessments; in Wisconsin only from income and property tax assessments.

In most states, however, jurisdiction extends to all taxes originally assessed by the state department and, in South Carolina, Minnesota and Wisconsin, to decisions of the state tax commission on appeals from taxes originally assessed locally. State boards of tax appeals in Massachusetts, New Jersey and Ohio hear property tax appeals direct from decisions of local boards of review as well as appeals on state-assessed taxes.

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Kansas Abandons Sales Tax Tokens for Penny Collections

Sales tax tokens gave way to penny collections in Kansas July 6, swelling the list of states that gather this tax on the bracket system, the Federation of Tax Administrators noted today.

Like Iowa, North Dakota and several other states, Kansas, which has a 2 per cent sales tax, now collects one penny on the 15-to-65 cent bracket; two pennies for sales from 66 cents to \$1.24, etc. The change was made in accordance with an act approved last March which created a fund to redeem outstanding tokens.

Use of tokens to collect sales levies is mandatory in four states, optional in 10. Tokens now actually are used in eight or nine states. Louisiana abandoned them after two years' trial and they are reported rarely seen in Arizona and Illinois. Other of the 23 sales tax states use stamps, coupons or pennies.

Alabama, using lead tokens, recently reported difficulty in keeping dealers supplied. One of the uses far removed from tax collection to which tokens were being put was as substitute for lead washers in applying roofing paper to buildings. The tokens, at 1 mill apiece, cost considerably less than washers.

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Beverly Hills, Calif. Policemen Use Cameras To Preserve Evidence

In an effort to preserve evidence in traffic accident cases, and to supplement written reports on other cases, 30 of 58 members of the Beverly Hills, Calif. police department are using cameras as a part of their regular equipment, the International Association of Chiefs of Police reported today.

Most of the officers are using a standard miniature camera equipped with a flash gun, and an f4.5 lens with a shutter speed of 1000th of a second. Although the policemen supplied their own cameras, the department furnishes film and flash bulbs.

Beverly Hills is one of the few small cities using cameras so extensively in police work, the Association said.

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Fire Protection - 1313 East 60th Street

Two-Way Radio System Increases Efficiency of Austin, Tex. Fire Department

A two-way radio system which enables constant contact with fire companies out on runs has increased greatly the efficiency of the Austin, Tex. fire department, a report to the International City Managers' Association showed today.

The communication system, which Austin officials say is of an entirely new design, features a loud speaker hookup between the central and all outlying fire stations, and a two-way radio communication with fire apparatus.

The police radio system is used in the fire department hookup, but broadcasts are made direct from the central fire alarm office by means of a telephone wire to the police broadcasting station. The system is so interlocked that neither department may interfere with the other. Warning lights and monitor speakers inform each department when the other is using the system.

More effective and economical use of fire-fighting equipment has resulted from use of the radio hookup, the report said. Since all alarms are broadcast, the fire companies receive a double check on the location of fires, and officers away from the station can make a swift response.

Corrections are broadcast immediately, and companies on the way to a fire may alter their courses if necessary, or return to the station. Since corrections also are made over the loud-speaking system, those companies which did not answer the original alarm, but whose territory includes the corrected address, then respond.

In the case of a false alarm, the companies making the run are notified by radio to return to their stations, and the nearest company is notified to make the usual investigation.

The radio system not only saves wear and tear on equipment by reducing mileage, but has reduced by 37 per cent the actual time equipment is out of service in making unnecessary runs and investigations, the report said.

The Association said that approximately 50 cities of more than 100,000 population are utilizing police radios for fire department purposes. In addition, Boston, Detroit and San Francisco have separate radio systems for their fireboats.

Motor Vehicle Parking

Large Cities Prohibit All-Night Parking, Survey Shows

All-night parking is against the law in a majority of the large cities, according to a report received by the American Municipal Association.

An increasing use of streets for night storage of automobiles has led the cities to withdraw the privilege, according to the report, made by the League of Oregon Cities and the University of Oregon Bureau of Municipal Research and Service.

The cities give several reasons for regulating all-night parking, according to the report. When parked on the streets all night, cars hamper street cleaning and snow removal, constitute fire hazards, and are a threat to traffic safety. Frequently they are stolen.

Of 44 American and three Canadian cities in the over-150,000 population class covered by the survey, 30 forbid night parking and four others make it illegal in certain districts. Washington, D.C. and Buffalo prohibit night parking in the snow season.

Enforcement of all-night parking prohibitions in particular cities ties in closely with their methods of enforcing traffic ordinances generally, the report showed. Violating cars are tagged and impounded by police. Most of the cities enforce the "no parking" ordinances continuously, and supplement with efforts to educate the public.

Usual exceptions to parking regulations are cars of physicians and emergency vehicles such as ambulances, police and fire apparatus. Baltimore, Milwaukee and Vancouver also issue special parking permits to night workers.

A poll of the cities prohibiting night parking showed that Baltimore, Boston, Cincinnati, Dallas, Los Angeles and several others consider it an advisable practice. Denver and Oklahoma City officials said that prohibition appeared to be more successful in business than in residential districts. Houston, Tex. reported recent abandonment of a stringent regulation against parking on downtown streets from 2 a.m. to 5 a.m. because it was considered unfair to businesses open all night.

1 Traffic

Policeman Credited With Inventing Traffic Control Methods Dies In Boston

The police officer credited with devising many methods for the control of traffic has died, the International Association of Chiefs of Police reported today. The officer was Capt. Bernard J. Hoppe of the Boston police department.

Captain Hoppe was named the first head of the downtown traffic division of the Boston police department back in the days when the "horseless carriage" first became a traffic problem. He is credited with originating many methods of solving problems presented by the advent of automobiles.

The system of having a fixed time for traffic to move in each direction and a fixed time for pedestrians to cross the street is credited to the officer. Hoppe devised his own signals, using an upright arm with palm toward the driver as a signal to halt. He also worked out other hand and arm signals.

Hoppe is said to have been the first officer to use a whistle in directing traffic, the Association said. He also invented a plan for keeping the flow of traffic steady by placing officers so they could see or hear one another's signals. This same plan of synchronization is used today in traffic light systems.

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Sanitation, Public

Civic Cleanliness Campaigns Enlist School Children And The Law

Although direct appeal through newspapers, radio broadcasts, and slogans is the most common method of gaining citizen cooperation to insure cleaner cities, enlistment of schools and the law have been successful in such campaigns, a report to the American Public Works Association indicated today.

The report cited New York City as working with public school children in the fight against street dirt. Clean City Leagues and Junior Inspectors' Clubs with a membership of more than 110,000 show the children the benefits of a clean city and the work necessary to obtain one.

New York City has also found arrests successful in chronic cases. In one year the city convicted 22,402 violators of regulations after giving warnings. Most of the offenders were fined, some were sent to jail and other sentenced to sweep the streets.

In a one-day cleanup campaign held recently, Gary, Ind. found the answer to ridding the city of tin cans. Five motion picture theaters which gave a special morning performance for children--admission, 20 cans--gathered between 50,000 and 100,000 discarded tins. The Junior Chamber of Commerce provided tin can receivers at each box office and ten coal dealers loaned trucks to carry the cans away.

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Governors' Veto Powers Vary Widely Throughout The States

The governors of 30 states in which legislatures already have adjourned this year have vetoed approximately 1,000 bills, the Council of State Governments reported today. In refusing their approval, the governors exercised powers granted chief executives of every state except North Carolina.

Although this right of veto is granted, with the one exception, in every state, the length of time in which a governor may ponder the legislative product after passage differs widely. In addition, the time allowed for action after adjournment usually is longer than granted when the legislature is in session.

Twenty-seven states require that if the governor plans to use his power of veto after the legislature has adjourned, he must do so within a specified period, varying from three to 30 days. Otherwise, the bill becomes a law. In most of the remaining states, the bill dies unless approved during the consideration period allowed.

Colorado, Pennsylvania, California, Delaware and New York grant the longest period of time after adjournment--30 days--in which a governor may consider his action. Chief executives of Arkansas and Texas have 20 days in which to act, while 15 days are granted in Connecticut, Montana, North Dakota, Oklahoma and Wyoming. In at least 15 states, the governors are allowed 10 days, and in several only five days.

Veto restrictions during the session are not so complicated, and much less time is allowed for action by the governor on bills passed, the Council said. Time limits range from three to 10 days. If presented to the governor while the legislature is in session, the bills become law automatically when the time limit is up unless vetoed.

Nine states allow their governors three days in which to act, while the governors of four states have six days. Ten days are granted in 12 states. The remaining 22 states allow their chief executives five days in which to consider action.

The Council pointed out that Sundays are excepted from the count in all but five states.

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New York First To Introduce State-Financed Housing

Under direction of a state superintendent of housing appointed this month to replace the former state housing board, New York soon will inaugurate a pioneer plan for combining state and local money for investment in low-rent housing, the National Association of Housing Officials reported today.

The only other attempt by a state to finance low-rent housing, according to the Association, is a program in California for lending money for home building to veterans which has been in progress since 1921.

The 1939 New York law, which in effect sets up a "Little USHA" for the state, makes available annually a total of \$150,000,000 in state loans and \$1,000,000 in state subsidies for dwellings for low-income families. For the 1939-40 fiscal year, about one-third of this amount will be available.

The new law continues the State Division of Housing, which has functioned since 1926 to regulate limited-dividend housing companies in the state. Added to the division's work is the regulation of housing and slum clearance projects which receive financial aid.

Under the act, municipalities and local housing authorities may borrow from the state, and the state may grant annual subsidies to localities which must be matched dollar for dollar, either in cash or tax exemptions. Municipalities, also, are empowered to make loans to housing authorities, to limited-dividend companies, and to owners of multiple dwellings who plan remodeling and rehabilitation in accordance with authority regulations.

All state loans to the cities or to housing authorities must be approved by the state superintendent of housing. The local legislative body and the municipal comptroller approve contracts for the loans at the municipal end. Before progressing to the financing stage, however, all housing projects are subject to the approval of the local legislative body and the planning board.

Municipalities are allowed to go into debt up to 2 per cent of their assessed valuation for the cause of low-rent housing, according to the new law. They are permitted to levy any of six specific kinds of taxes to pay this debt.

Housing authorities may issue their own bonds to cover the cost of a project or may borrow funds from the federal, state and municipal governments, but may not mingle federal and state aid in the financing of the same project.

The act makes possible correlation between housing and planning, the Association said. Municipalities and housing authorities are permitted to acquire property in excess of the needs of a project, and the unused portion may be turned to other public purpose or sold or leased. The agencies may also acquire property for future use, provided the local legislative body and the planning commission approve.

Assessors In 18 States Appraise Real Property Directly

Assessors in at least 18 states may evaluate real property for taxation without reference to values set by the owners, a survey by the National Association of Assessing Officers showed today.

This principle of assessor-valuation is recommended by the Association and its members. Reasons for the recommendation, the Association said, are:

1--The taxpayer is relieved of the annoyance and expense of filing tax returns, or of paying penalties for failure to file.

2--The assessor is freed of temptation to rely upon owner lists instead of locating property himself and appraising it in accordance with sound assessing practice.

The 18 states include 11 (and the District of Columbia) in which the assessor has no duty or right to demand a listing of real property by the owner, four states in which he may demand such a list if he chooses, and at least three other states in which the taxpayer lists his property without stating its value.

Included in the 11-state group are North Dakota, Nebraska, Kansas, Minnesota, Illinois, Wisconsin, Ohio, Pennsylvania, New York, Maryland and Virginia. The four-state group includes Massachusetts, New Jersey, Utah and Arizona. States in which property may be listed without value include New Hampshire, New Mexico and Michigan.

In 14 states, the duty of the owner in declaring property holdings is shifted somewhat from the owner to the assessor. Here the assessor is directed to call upon the owner and make a personal demand that the list be filled out. If the demand is not made, the owner presumably is relieved of any penalty for failure to make a return.

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Personnel, Public - Apprentice

"Apprentice" Programs Of Public Personnel Agencies Undergo Analysis

Training and "apprentice" programs for those who conduct the personnel work of city, state and federal governments will be analyzed in a nationwide survey announced today by the Civil Service Assembly of the United States and Canada. Louis J. Kroeger, executive officer of the California State Personnel Board, is in charge of the study.

The survey is being undertaken, the Assembly said, because of the recent rapid growth in the number of public personnel and civil service agencies, and the increased recognition that more qualified people are needed to fill the demand for personnel technicians and administrators.

Several public personnel agencies have established programs for the periodic selection of young men and women as trainees, apprentices or student personnel assistants, the Assembly pointed out. The trainees are given formal courses of study or regularly planned work assignments.

The Indiana State Bureau of Personnel, for example, in 1938 and 1939 took on two "apprentice examiners" for a year's service. The apprentices were recruited through a competitive examination given to graduating seniors of colleges and universities within the state. The Tennessee Valley Authority in 1937 established five apprenticeships in its personnel division. Apprentices were to work for twelve months and would be added permanently to the service if their work was satisfactory and there were available openings.

The Los Angeles County, Calif. Civil Service Commission several months ago offered jobs as student personnel technicians to California college graduates who had majored in political science or other appropriate subjects. The purpose was "to provide an opportunity for young persons who have chosen government service as a career and who wish to further their training by actual contact with the work under close supervision.

Cities "Broadcast" Civil Service Tests

Civil service agencies in Buffalo, N.Y. and Chicago have successfully enlisted the radio and electrical transcription to give stenographic tests, the Civil Service Assembly of the United States and Canada reported today. The advantage is assurance of uniform conditions of instruction and dictation for all candidates.

In Buffalo test dictation was broadcast to various high schools where candidates were assembled. Previously it had been necessary for a civil service examiner to go from school to school to give dictation.

The Chicago Park District civil service board used an electrical recording and reproducing system to standardize dictation conditions for 1,400 candidates. An experienced dictator made disc recordings of the instructions and dictation to be used in the test. The recordings were then reproduced by an amplifying system for the various sections of the examination.

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New York City Works Project Trains Employees In Assessing Duties

Thirty Work Projects Administration employees of New York City's tax department have received enough training on their jobs checking property records to fit them for future openings in assessment work, the National Association of Assessing Officers reported today.

These workers recently received certificates showing they had successfully completed a 15-lecture course in real estate assessment practice sponsored by the department. The purpose of the course was to familiarize workers with the project, to help fit them for employment in a field new to them, and to prepare them for civil service examinations for jobs in assessing.

The in-service training plan is reported to be one of the few of its kind in the country, differing from the typical training course for work relief projects which usually is strictly confined to teaching only the specific duties on the project.

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Public, Public

Federal Government Takes Over Cities' Position As Chief Debtor

The federal government replaced American municipalities as chief governmental debtor during the last 25 years, the Federation of Tax Administrators reported today.

In 1912, local governments owed 72 per cent, and the federal government 21 per cent, of the total federal, state and local debt. By 1937, the figures were reversed, the federal government owing 70 per cent and local governments 25 per cent of the total. Evidence of this shift appeared as early as 1922, but the 1932 figures revealed a temporary trend toward the 1912 positions, the study, based on Bureau of Census and Twentieth Century Fund reports, showed.

Net debt figures over 25-year period (add ,000 per figure):

Year	Federal	State	Local	Total	Fed	Sta	Loc	Per Cap.
1912	1,028,564	345,942	3,475,954	4,850,460	21%	7%	72%	\$ 50
1922	22,155,886	935,544	7,754,196	30,845,626	72	3	25	283
1932	21,834,565	2,360,958	15,215,881	39,411,404	55	6	38	314
1937	34,948,822	2,529,701	12,071,010	49,549,533	70	5	25	383

On a per capita basis, the total governmental debt rose from \$50 a person in 1912 to \$383 in 1937. However, between 1912 and 1922 the per capita debt rose by \$253, compared with an increase of \$31 between 1922 and 1932, and \$69 from 1932 to 1937.

While the federal debt increased by \$13,000,000,000 between 1932 and 1937, the debts of the states remained about the same and the local governmental debt decreased by more than \$3,000,000,000, the analysis of Twentieth Century Fund figures showed. Meanwhile, the total debt of the country, governmental and private, remained about the same in 1937 as it was in 1929--\$250,000,000,000--although there was a shift in who owed whom.

The increase in the federal debt between 1929 and 1937 was offset considerably by greatly increased holdings of cash and claims against assets of governmental agencies. Items listed in the analysis as offsets increased from \$600,000,000 in 1929 to \$7,250,000,000 in 1937, and included cash, bonds held by the Postal Savings System, and recoverable assets held by various federal credit agencies such as the Reconstruction Finance Corporation, Home Owners' Loan Corporation and the Public Works Administration.

The analysis showed that interest charges did not parallel the recent rise in federal debt. From June, 1930, to December, 1937, the federal interest charge increased only 50 per cent despite the fact that the gross amount of interest-bearing federal securities outstanding almost doubled. There was a similar tendency in state and local interest rates.

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Twelve States Make Major Changes In Welfare Organization

Widespread reorganization of state welfare departments, mainly to provide better tools for administering public assistance, will result from legislative action of 1939, information from the American Public Welfare Association showed today.

Seven states--Idaho, Maryland, Michigan, Minnesota, Oregon, Rhode Island and Texas--established new welfare departments. Five others--Iowa, Kansas, Maine, Tennessee and Washington--made substantial changes in the organization of existing agencies. Other states made minor changes.

Major trend in the reorganizations was toward consolidation of agencies engaged in various welfare functions, although three states--Tennessee, Maine and Washington--split existing agencies. Several of the states, including Michigan, Oregon and Texas, placed existing relief agencies under the newly integrated departments.

The majority of the states which made changes retained their systems of appointing personnel on a merit basis or made provision for installation of the merit system. Statutory provision in Kansas, for instance, authorized the welfare board to provide and use any merit system it deems applicable and "available for that purpose." In Idaho the new welfare commission is to appoint personnel on a merit basis approved by the board.

The newly created boards show a trend toward longer terms for members. Arkansas lengthened terms from seven to nine years; Iowa from four to six; Maryland from four to seven; and Michigan from four to five. A number of the states changed the size of their boards. In Arkansas, Maryland and New Mexico, non-administrative boards were enlarged. Executive boards of Iowa and Kansas were reduced from five to three members.

Homestead Tax Exemption Laws Vary In 13 States

Thirteen states are giving up revenues on more than three billion dollars' worth of real property this year through homestead tax exemption and preference laws, a survey by the National Association of Assessing Officers showed today.

The \$3,000,000,000 represents approximately one-sixth of the value of property which, if there were no homestead exemption laws, would be eligible for property taxation in the 13 states, according to the report. Estimates were based on 1936-38 valuations.

Although three states---Arkansas, Georgia and Oklahoma---liberalized slightly their existing homestead exemption laws this year, no new states joined the 13 which already had adopted such acts. The first of the 13 exemption laws became effective in Texas in 1933, and the last, Georgia's, in 1938. Mississippi's law was expanded considerably last year, and a second homestead exemption amendment was added to the Louisiana constitution.

Ten of the 13 states---Alabama, Arkansas, Florida, Georgia, Louisiana, Mississippi, Oklahoma, South Dakota, Texas and Wyoming---give preference by outright exemption from part or all property taxes on part or all homestead values.

Two of the states, Iowa and West Virginia, grant preferential tax rates, while Minnesota, the remaining state, grants both outright exemption and tax rate preference. In Iowa, the first \$2,500 in value, or the first 140 acres, of a homestead is taxed at a rate of 25 mills less than the general property tax rate. In West Virginia, the value of rural homesteads is taxed at two-thirds, and urban lands at one-half, the general property rate. Minnesota assesses rural homesteads at three-fifths, and urban homesteads at five-eighths, the rate assessed non-homesteads of equal value.

Exemption from levies of all governments is allowed in Florida, Oklahoma and Wyoming. However, in Florida, where the exemption is up to \$5,000, it does not extend to levies for local debt service and for special benefits. The Oklahoma exemption, up to \$1,000, is for all levies except local debt service. In Wyoming, the homestead tax exemption is absolute up to \$500.

In five of the states---Alabama, Arkansas, Minnesota, South Dakota and Texas---outright exemptions are granted from state levies only. They range from \$1,000 on assessed value, or \$2,000 on true value, in Arkansas, to \$2,000 assessed value or \$3,333 true value in Alabama.

Georgia, Louisiana and Mississippi exempt homesteads from certain state and some, but not all, local levies. Georgia limits its exemption to \$2,000, and applies it to state, county and school district levies. There is a \$1,000 exemption granted in Louisiana, applying to state, parish, special districts and New Orleans levies. The Mississippi exemption, up to \$5,000, applies to state, county, road and school district maintenance levies, but not to levies for prior or future debt service.

California State Employees Arrange Own In-Service Training

When state employees of California open their summer camp school in the Sierra mountains Aug. 7, it will be the third step in a unique, self-sponsored training program, the Civil Service Assembly of the United States and Canada said today.

During the past year and a half several thousand members of the state employees' association have arranged courses for themselves through their Committee on Education, composed of representatives of various departments.

In June, 1938, a one-day Institute of Government was held in Sacramento, with 1,000 government employees attending from the capital city and vicinity. More than 1,000 employees took evening courses at Sacramento Junior College last winter. In June of this year a second institute was held for two days. Enrollment went up to 1,400 persons coming from more than 40 cities in the state.

The summer school for employees will be held at a camp operated by Fresno State College near Huntington Lake, Calif. Government officials, university professors and specialists from industry will instruct classes. College credit will be given for the various courses.

Employe-sponsored training was developed in California because the state personnel board was unable to provide in-service training. Employees had a special incentive to set up their own program, since more than two-thirds of the 30,000 positions in state departments are subject to civil service, and all recruitment and promotion are by examination.

Revenue for the program, aside from tuition for the longer courses, has come from student association fees and small fees charged for the institutes. More than 600 employees are members of the student association, while membership in the state employees' association runs to 18,000.

Schenectady Installs Daily Check On City Finances

Day-by-day financial reports which enable complete knowledge at all times of what is in the city's pocketbook now are available to Schenectady, N.Y. city officials through a newly installed accounting system, the Municipal Finance Officers' Association of the United States and Canada reported today.

In setting up the accounting reports, Schenectady has developed with greater detail systems in use elsewhere in the country. Besides showing the cumulative effect on municipal finances of each day's expenditures, the daily reports provide control of commitments; payrolls and expenditures and give an automatic check to all department heads on the status of their finances.

Among the facts which can be determined from the seven principal sections of each day's report are: the amount of revenue that has come in to date from various sources, including taxes; what part of each departmental appropriation has been spent; the amount of municipal bonds outstanding; the amount collected and uncollected from the city's special assessment and water accounts.

These facts are helpful in making decisions which affect the financial affairs of the city as a whole, or departments, or even individual accounts within departments, the report said.

The statements received by the departments each morning from the finance office provide a transcript of all financial transactions of the previous day, as well as their total expenditure for the year, and balances. As a result, it is no longer necessary for the departments to maintain an independent set of books in order to control their expenditures or to keep a record of their expenditures and balances.

The daily reports to department heads are supplemented by monthly reports. These are bookkeeping machine copies of the month's entries on the revenue or appropriation cards. Machine computation and automatic printing of many of the items speed up the copying and report process.

1 snow removal

City Officials Look Ahead To Snow Removal Problems

Summer's high temperatures have not prevented officials of cities in northern United States and Canada from looking ahead to snow removal problems which will confront them when winter comes, the American Public Works Association reported today after a survey of 23 cities.

Four cities---Rochester, N.Y., Boston, Mass., Montreal, Que. and Newark, N.J.---will depend to some extent upon removal of snow by contract, the survey showed. Rochester, for instance, contracts only for removal of snow from sidewalks.

Boston reported that pavement plowing, loading and hauling of snow are handled by contract, although the city furnishes the snow plows and frames, and attaches the frames to the contractors' trucks. Contractors are paid on the basis of the number of cubic yards hauled away.

A part of the snow loading and hauling is done by contract in Montreal, and the contractor is paid half a cent per cubic foot for snow removed. Snow plowing is done by city employes and equipment. In Newark, contractors are paid \$5 an hour plowing time and \$2.50 an hour standing time for plowing snow in certain districts. Municipal forces usually remove the snow, unless the storm is too severe. Then, arrangements are made with contractors to supply labor and trucks, and payment is made on a cost-plus basis.

In Rochester, contractors use horse-drawn plows to remove snow from approximately 650 miles of sidewalks. Equipment is furnished by the contractor, who is paid on a price-per-trip basis. To facilitate the removal, the city has been divided into 13 districts.

In the future, however, Rochester may furnish its own equipment, as city officials this summer purchased nine tractor-plows for sidewalk plowing.

Most of the other cities reporting in the survey said they plan to hire privately-owned trucks to carry snow from the streets after heavy storms or blizzards. The trucks will be operated under supervision of municipal forces.

Special Police Identification Cards Recommended To Curb False Soliciting

In an effort to check false soliciting and misrepresentation, representatives of several eastern state police departments are recommending the use of special police identification cards besides the usual badges and shields carried by officers, the International Association of Chiefs of Police reported today.

The action was taken at Trenton, N.J. at a meeting of state police representatives from New York, Massachusetts, Rhode Island, Pennsylvania, Delaware, Maryland and New Jersey. The officials pointed out that solicitors who had obtained shields and badges almost identical in design to those worn by regular state officers use them at times to obtain money under false pretenses.

Among other states supplying identification cards to their state police are Michigan, Ohio and California, the Association said. In Michigan, the cards are issued once a year, and must be turned in with other equipment when an officer resigns. The cards are issued once every two years in Ohio.

Identification cards carried by California state patrolmen are covered with a special celluloid coating. Although the coating can be dissolved, the process also removes the picture of the patrol chief and other symbols identifying the card.

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Ohio Increases Sales Tax Yield By Premiums

Careful consumers are helping Ohio collect sales taxes under a premium system which nets them 3 per cent of all the cancelled tax receipts they save, the National Association of State Auditors, Comptrollers and Treasurers noted today.

Under the Ohio sales tax law, enacted in 1934, those who pay the tax receive a coupon-receipt which the storekeeper tears through the middle to indicate cancellation. The premium system, authorized by the state legislature in February, 1939, made it worthwhile for consumers to make certain the tax is collected by retaining the cancelled receipts, which are redeemable in lots of \$100 for \$3.00.

Churches, hospitals and charitable institutions are encouraging people to save the cancelled stamps for them, and a considerable part of an increase of \$3,000,000 in collections for Jan.-June, 1939 over the same period last year is attributed to the premium system.

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Municipalities Hold Their Own, Or Improve Financial Positions

An indication that most American cities are holding their own, or improving their financial positions this year was shown today in a survey of municipalities of 20 states by the Municipal Finance Officers' Association of the United States and Canada.

Cities in eight of the states--Iowa, Wyoming, Arizona, Kansas, Nebraska, Louisiana, Oregon and West Virginia--are better off financially now than a year ago, according to reports by the Association's representatives, who for the most part are municipal finance officers in their states.

The financial condition of cities in eight other states has remained about the same, while cities of the remaining four states in general have slipped below their 1938 positions, the survey showed.

A great majority of the cities reporting improved financial positions said this was due in part to better tax collections and operation on cash income. Other reasons given were improved local conditions, better business, lack of debt, new sources of revenue, and use of federal grants-in-aid.

Cities which are holding their own, but can gain no ground, attributed this to costs of unemployment relief, increases in old age pension recipients, low crop prices, and too many governmental loans followed by increased operating costs, according to the survey. Tax limitations were termed a hindrance in one state.

The significance of tax collection in relation to a city's financial condition was noted by the Association. Cities reporting improved financial position said this hinged directly upon good collections. Cities which failed to hold their 1938 positions attributed it to failure to enforce revenue collections. Expenditures in excess of appropriations, decreasing state aid and increased relief burdens were also contributing causes.

The Association reported a "general feeling" among its state representatives, that many activities are being forced upon cities without compensating revenues, and that the degree of home rule is not so great as it should be. They believe also that expenditures should be limited to receipts, that tax collections should be more rigidly enforced, and that assessments should be based on full value of property. In addition, legislatures should be more carefully informed about the needs of municipalities, and cities should cooperate to a greater extent, according to the survey.

Federal grants-in-aid were cited by several cities as a helpful influence in the improvement of local financial conditions. Other cities, however, named this same factor as a harmful influence which encouraged additional spending.

Federal Government Supplied One-Fifth Of State Revenues In 1938

One-fifth of the total revenues of the 48 states last year was supplied by the federal government in the form of grants-in-aid, an analysis by the Federation of Tax Administrators showed today.

This federal aid, totaling \$622,500,000, amounted to 8.2 per cent of total federal expenditures of \$7,626,000,000 in 1938, and 19.7 per cent of total state revenues of \$3,165,000,000, according to the analysis, based on a study of federal grants-in-aid by Prof. V. O. Key, Jr., of Johns Hopkins university.

The study defined grants-in-aid as federal funds administered by a department of the state with some measure of federal supervision. It pointed out that increased grants in recent years have been used to finance such new state activities as old age assistance and unemployment compensation.

From 1920 to 1938, federal grants-in-aid to states rose from \$37,600,000 to \$622,500,000, the analysis showed. There is little likelihood that the grants will drop below the 1938 figure, the Federation said, referring to recent estimates that old age assistance grants alone will reach the \$500,000,000 mark in a few years.

In 1938, grants for all social security purposes---first started in 1935---totaled \$266,049,000, while highway grants, started in 1916, amounted to \$218,637,000. Together, these two classes accounted for 78 per cent of the 1938 total grants, according to the analysis.

The remaining \$137,814,000 of the 1938 grants were used as follows:

<u>Purpose</u>	<u>Grant Established</u>	<u>Amount, 1938</u>
Land grant colleges.....	1862.....	\$4,530,000
Agricultural experiment stations.....	1887.....	6,229,004
State homes for soldiers and sailors.....	1888.....	649,884
National guard.....	1903.....	38,789,797
Forest funds.....	1911.....	2,779,932
Agricultural extension work.....	1914.....	17,251,954
Vocational education.....	1917)	
Vocational rehabilitation.....	1920)	21,220,344
Public health services.....	1918.....	8,911,624
Employment offices.....	1933.....	37,377,830
State marine schools.....	75,000

Although many of these grants were of long standing, the total remained relatively small until the early '20s, when expansion of the federal-aid highway system jumped the total to more than \$100,000,000 annually.

In addition to the fact that the states now depend on the federal government for one-fifth of their revenues, the local governments also have ceased to be self-contained financial units, the Federation said. They depend on state grants and shared taxes for about one-fifth of their revenues.

"Because of this," the Federation concluded, "it is no longer possible to draw a sharp line between the three traditional levels of American government so far as revenue raising is concerned."

Statewide Retirement Plans Now Available To Local Employees In Six States

With recent enactment of Illinois' municipal employee pension bill, states offering retirement plans in which local government employees may participate on a statewide basis now stand at double their 1938 number, information from the American Municipal Association showed today.

Illinois, North Carolina and California are 1939 additions to the list, which previously included New York, New Jersey and Ohio. This year, also, a number of states, including Florida, South Dakota and West Virginia, approved statewide retirement plans for school teachers.

The retirement systems now in force for municipal employees represent two kinds of plans, the Association said. Systems adopted by New York, New Jersey, Ohio and California were created originally for state employees. Participation by municipal employees now is permitted, and age and service standards for retirement usually are the same for both groups of workers.

The Illinois and North Carolina laws apply exclusively to local employees. In both states the local voters must approve participation in the statewide plan. Wisconsin's legislature, still in session, is considering a similar proposal, according to the Association.

The Illinois act covers employees of all local governments in the state except in Cook County and the City of Chicago, which have had their own retirement systems for several years. Policemen and firemen, however, are excluded from the new statewide system, and are covered only in cities of 5,000 to 200,000 population, which are permitted to set up individual retirement plans under a former law. School teachers of the state have a separate retirement act.

State govt. - Admin. - Minn.

Minnesota Brings Her Government Up To Date

With nearly all major appointments of new department executives completed by the governor, and civil service for employes in effect as of Aug. 1, Minnesota this month settles down to follow its new blueprint for modern state government, a report to the Council of State Governments said today.

The joint objective of the reorganization and civil service acts, passed by the 1939 legislature, is to make more effective the executive direction, fiscal control and personnel management of the state, according to the report, by Lloyd M. Short, professor of political science at the University of Minnesota.

The new feature of the plan is the creation of a Department of Administration, headed by a commissioner whose function is essentially that of a "state manager." The commissioner, who is appointed by the governor with senatorial consent, is ex-officio budget director and state purchasing agent. He is responsible for the custody and maintenance of state property, buildings and grounds. He supervises the conduct of various service enterprises such as central stores, duplicating and mailing rooms, and the printing and distribution of state documents and reports.

Financial control, both for the state departments and local governments, is provided for in detail by the new act. The State Auditor, elected by the people, is the central accounting officer. He is to prepare quarterly and annual statements showing the exact financial condition of the state and each of its agencies, and is charged with setting up a uniform accounting system for all agencies.

A second financial officer, the Public Examiner, is appointed by the governor with senatorial consent. He makes an audit once a year, and wherever he sees ways of improving the management of the state's business, it is his duty to recommend proper measures. He is charged with the collection and publication of financial data from local government units and with the preparation and installation of accounting systems for cities and towns upon their request.

All state taxes are administered under one Department of Taxation, headed by a single commissioner.

A Department of Social Security replaces the state's board of control and relief agency. The unemployment compensation division and the state employment service also come under the new agency, which is headed by a Social Security Board of three members appointed by the governor.

The civil service act covers most of the state employes. School teachers, state department heads, elective officials and certain other groups are excluded. A director of civil service appointed by competitive examination heads up the program, which includes among other specifications, in-service training for state employes. Leaves of absence for employes to secure additional training are expressly authorized, and provisions may be made for internship or apprenticeship training within the service.

Two Universities Establish Bureaus For Government Fact-Finding

Establishment of two new bureaus of governmental research at the state universities of New Hampshire and South Dakota was announced today by the Governmental Research Association. Both bureaus, which are under supervision of the universities' departments of government, will serve as clearing houses for local and state governmental problems.

The New Hampshire bureau, at Durham, N.H., will draft model laws and ordinances for towns and cities and conduct in-service training classes for government employes in addition to supplying general information on governmental practice. The South Dakota bureau, at Vermillion, will perform similar services.

There are now approximately 100 departments, institutes or other agencies connected with universities which engage in fact-finding about government, according to the Association.

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Ten States Survey Tax Structures

With an eye toward improving their revenue systems, at least ten states this year have ordered special studies of their tax structures, the Federation of Tax Administrators reported today.

All east of the Mississippi River except one, the states include Illinois, Indiana, Kansas, Maryland, New Hampshire, New York, Ohio, Pennsylvania, South Carolina and Tennessee.

In addition, tax study commissions in Michigan and New Jersey are continuing studies begun in 1938.

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Social Security Laws Bulk Large In 1939 State Welfare Statutes

New and amended social security acts, to enable fuller participation in federal funds available for public assistance, characterized 1939 welfare legislation of the states, an analysis by the American Public Welfare Association showed today.

This year, as in 1937, the states enacted numerous laws to fulfil or anticipate requirements of the national social security program. They simplified unemployment compensation laws. They improved administrative procedures by reorganizing state and county welfare departments, and provided for placing personnel under merit systems.

Awaiting possible changes in the federal program of unemployment relief, the states took little action on direct relief programs of their own, the analysis pointed out.

Proposals for increased public medical care, including health insurance, held greater interest than ever before, although the majority of the bills enacted were of a routine financial nature authorizing appropriations for care of the indigent sick.

A flood of old age assistance bills was introduced in the states, but comparatively little legislation was enacted. A number of states looked forward to increased federal grants for old age and other public assistance in passing laws which will raise assistance standards if greater federal aid is forthcoming.

The analysis summarized welfare legislation enacted to July 1 as follows:

Old Age Assistance--Missouri and New Hampshire completed the list of states reducing the age requirement for aid to 65. Five states repealed laws requiring citizenship for eligibility for aid, bringing the total which give non-citizens aid to 27. Eight states put old age assistance on a needs instead of a pension basis. Reminiscent of poor law principles were Maine and Oregon provisions to bring suit for recovery against responsible relatives who fail to support their aged dependents. Texas passed the opposite kind of measure, forbidding inquiry into the financial ability of any relative, except husband or wife, to support an aid applicant.

(MORE)

Aid to Dependent Children--Several states raised age limits and increased grants, either to meet present provisions of the federal act or in anticipation of future liberalization.

Aid to Blind--New provisions were few. Iowa passed a liberal law providing that monthly earnings up to \$30 be disregarded in determining the amount of assistance; also, that in event of federal participation in excess of \$15 monthly, the state maximum might be increased.

Child Welfare--Comparatively little important legislation was enacted. Several states liberalized statutes on crippled children by extending provisions for education or by providing additional medical and surgical treatment.

Unemployment Compensation--Laws were simplified in many states. Twelve states adopted flat benefits within wage classifications because experience had convinced that the payment of benefits based on a strict percentage of weekly wages was too cumbersome to administer. Three other states voted to pay benefits in multiples of \$1 only. In many states the waiting period was reduced.

Settlement Laws--There was a distinct trend backwards toward raising the time required to gain legal settlement. In Oklahoma, Nebraska and Kansas residence requirements for public assistance of various kinds were increased. Idaho, Illinois and Indiana raised requirements for purposes of general relief.

Reorganization--Federal reorganization of welfare functions set up a new Federal Security Agency. States made considerable change also. New state departments were established in Idaho, Maryland, Michigan, Minnesota, Oregon, Rhode Island and Texas. Five other states made substantial changes in organizations of existing agencies and other states made minor changes.

Personnel--Addition of Alabama, New Mexico, Minnesota and Rhode Island to civil service states brought welfare departments in these states under the merit system. Of the states making changes in their welfare departments, the majority either retained their merit plans or made provision for installation.

The analysis, by Marietta Stevenson, assistant director of the Association, will appear in the forthcoming issue of the Social Service Review.

* * *

NOTE TO EDITOR: Re Release No. 3, for Wed., Aug. 2, in last week's News Bulletin--

We have been informed that the summer school of the California State Employees' Association has been cancelled because of insufficient registration.

AUG 11 1939

Relief Administration Costs No Index To Just Program Comparisons

Cities that attempt to measure the efficiency of their relief programs by comparing administrative costs with their neighbors' in terms of percentages are in most cases getting false answers, a report by the American Public Welfare Association said today.

A check-up by the Association on 67 cities of over 100,000 population showed that public welfare agencies carried on 55 different activities, and figured administrative expense in proportions varying from 4 to 26 per cent.

The "serious flaw" in using administrative expense percentages as indexes of relief efficiency, according to the report, "is the fact that relief standards vary greatly from one community to another....Two relief agencies employing the same number of persons at the same expense to meet the relief needs of the same number of people will show variable percentage figures, if the standards of relief in the two cities differ."

The report disclosed, moreover, that cities do not agree generally on the definition of "administrative expenses." Some cities, for example, lump together under this label all expenditures aside from money given relief families. Other city relief agencies ignore the fact that their duty of investigating applicants for certification to federal works programs is "obviously unrelated to the amount of relief granted," the report said.

Also revealed was a lack of agreement on the definition of assistance payments. Some agencies, the report said, make allowances in the cash relief grant for necessary medical care, while others employ a group of salaried physicians to provide such care. In some cities, relief recipients get free water from city mains.

A few cities, the report said, are on the right road toward valid comparisons of relief costs when they figure a breakdown of expenses on the basis of specific activities. These cities are putting into use unit measurements such as the cost of the original home visit, the cost of following visits, and the cost of issuing each relief check.

One eastern city has separated non-relief expenses into "administrative," "operating," and "special services." The last category shows costs of certifying to work programs, medical and nursing services, and other unusual functions.

1313 East 60th Street - Chicago

Baltimore, Chicago Establish New City Plan Commissions

Two more metropolitancities--Baltimore and Chicago--have established new city plan commissions, completing the list of 13 cities with more than 500,000 population which have set up such official organizations, the American Society of Planning Officials reported today.

Baltimore's citizens set up its planning agency by charter amendment; in Chicago, the city council passed an ordinance establishing the organization. The other cities in the group include Boston, Buffalo, Cleveland, Detroit, Los Angeles, Milwaukee, New York City, Philadelphia, Pittsburgh, St. Louis and San Francisco.

The Baltimore commission is made up of nine members, including the mayor, city engineer and a member of the council. The remaining six members are appointed for their knowledge of city planning. They receive \$20 a meeting, not to exceed \$1,000 a year. The commission chairman receives \$3,000 yearly.

The planning agency investigates all proposals and plans for construction of public improvements in Baltimore and reports to the board of estimate. It also must study and make recommendations on all ordinances or resolutions authorizing the issuance of stock or certificates of indebtedness for proposed public improvements. In addition, the commission has the usual powers as to preparation of a master plan, subdivision control and other planning activities.

Chicago's new ordinance calls for a commission proper of 22 members and an advisory board of 200. Members of the commission proper will include the mayor, heads of city departments, chairmen of council committees and eight citizens appointed by the mayor, with approval of the council, from the membership of the advisory board.

The Society said the new commission replaced one which existed under a resolution passed in 1909. This organization, however, had few express powers and duties and no permanent status. The new commission must meet at least once a month, with seven members constituting a quorum.

The new city plan commission must, under the ordinance, prepare and recommend to the council a master plan for the development of the city, including the rehabilitation of depreciated areas. The commission also must cooperate with the local housing authority and the city council in the location of housing projects and the elimination of substandard conditions.

Owners Must Be Notified Of Real Property Assessments In 33 States

Owners of real property in 33 states are entitled by law to be notified of the value placed on their property by assessors, a study by the National Association of Assessing Officers showed today. Notice is not provided for under laws of the remaining 15 states and the District of Columbia.

The most complete notification system is provided for by laws of 12 states, where each taxpayer is notified individually of his assessment every time one is made. The states are Nevada, Idaho, Montana, Wyoming, New Mexico, Missouri, Kansas, Iowa, Illinois, Indiana, Pennsylvania and Florida.

In several of the 12 states, the assessor notifies taxpayers by sending them duplicate copies of his assessment figures. Assessors in Illinois and Nevada publish real property assessments in newspapers, and taxpayers not only are informed of their own assessed values, but may compare them with others.

Taxpayers of four other states--Nebraska, Maryland, Connecticut and Vermont---are notified individually if their property assessment is greater than that of the previous year.

Of similar character are laws of eight states---Colorado, Oklahoma, Texas, Arkansas, Louisiana, Georgia, South Carolina and Kentucky. Assessors in these states give individual notice if the property is assessed for an amount greater than that declared by the property owner.

Included among the eight states are several in which assessors give notice to the property owner if there is any change in the personal declaration, either up or down. South Carolina assessors give notice only when the increase amounts to \$100 or more. Assessors in some of these states must notify taxpayers when the rolls are open to inspection.

In nine states, the only legally required notice of assessment is public announcement that the rolls are open to inspection. In addition, increases in valuation require individual notice.

Assessors in the 15 states where no notice of assessment is required usually open their rolls to inspection. However, the taxpayer must find out for himself when they are open if he wants to learn his assessed valuation. Individual notice is given, usually, if there is an increase in the assessment.

The Association pointed out that in some of the states where notice is not required by general law, as in Michigan, cities which are assessment districts in themselves and operate under special charters may provide specifically for some form of notice to taxpayers in the district.

Public OpinionLocal Public Opinion Polls In Use To Guide City Councils

A new idea for finding out what the people want in municipal government was noted by the International City Managers' Association today. The idea--local public opinion polls to guide council action--recently has been used by at least three cities, Winnetka, Ill., Syracuse, N.Y. and Montclair, N.J., the Association said.

Winnetka citizens were solicited by postcard to determine whether they wanted a grade crossing elimination program, and councilmen voted according to their expressed approval of the program.

Syracuse manned polling places with volunteer election officials for four hours one evening to permit voters to express preference on daylight saving time, the council to vote in accordance with results.

Montclair's council, puzzled over expenditure reductions, took an advisory opinion by postcard poll to determine which services citizens wished to maintain and which ones to curtail.

Although government "by questionnaire" easily could be carried to extremes, the Association said, "if used with discretion this simple device of sampling public opinion offers great possibilities."

In any case, the Association said, polls would be supplementary to council elections, which "are not entirely satisfactory for determining public demands."

Use of public opinion polls to aid administrative as well as legislative decisions was suggested as a possibility. For example, the growing number of cities publishing annual reports may want to extend their distribution, yet not waste copies on uninterested citizens. Such cities would inclose an announcement of the forthcoming report with the water bills, along with a postcard to be returned by citizens wishing to receive a copy of the report.

1 State 60

State Boundary Lines Raise Tax Jurisdictional Problems

Large population areas bordering state lines are the source of many problems in tax jurisdiction and law enforcement, the Federation of Tax Administrators reported today. Municipalities so located, the Federation said, represent about a fourth of the 96 metropolitan areas in the country, and contain one-fifth of the nation's population.

One of the most recent problems involving a state-line city has risen in Omaha, Nebr., where cigarette distributors are worried because they must truck unstamped cigarettes through cigarette-taxed Iowa in taking them to the Omaha airport. The problem arises because the Missouri river, years ago during a flood, changed its course, leaving a portion of Iowa called Carter Lake on the Nebraska side of the river between Omaha and its airport.

Under a recently revised cigarette tax law which Iowa authorities are preparing to enforce strictly, the state levies penalties up to \$50 a pack for possession of unstamped cigarettes. The Omaha distributors are wondering if they will have to prove to Iowa officials that each truckload routed through Carter Lake is bound for the airport, and therefore in interstate commerce.

A gasoline tax collection problem arose on the Illinois-Wisconsin line when a Wisconsin dealer delivered gasoline to a farm lying on both sides of the border. Illinois found that most of the gasoline was used on the Illinois side, making the dealer liable for the Illinois tax. The Wisconsin law, however, exempted the dealer from paying a Wisconsin tax on the gas sold in Illinois.

Mississippi and Alabama sales tax officials have been scratching their heads over tax collections from a tavern located on the state line near Mobile, Ala. The sheriff in the Alabama county in which half of the tavern was located had an easier time in solving a law enforcement problem. Assigned the task of confiscating the tavern's slot machines, the sheriff called on the county surveyor, who found that the machines were being operated on the Alabama side.

Tax jurisdiction over gasoline stations, taverns and restaurants located on state lines always have been a problem, solved usually by cooperation between the tax officials of the states concerned. Less trouble than usual is experienced in Mississippi and Louisiana, where sales tax tokens of one state are accepted in trade in the other. This practice has been facilitated through adoption by both states of the same tax token rates, and regulations as to their application on sales..

Police - Equipment - Chicago

Two Police Agencies Add Lie-Detectors to Equipment

Success with the polygraph, or lie-detector, as regular police equipment is reported by two recent recruits to its use--West Virginia state police and Toledo, O. local police, the International Association of Chiefs of Police noted today.

Put into service four months ago in the identification bureau at Charleston, the polygraph has aided West Virginia state police in examining suspects of murder, arson, rape and thefts as well as lesser crimes. Stolen money surpassing the cost of the instrument was recovered during the first week of its use.

Toledo police, over a nine-month period, handled 172 cases, involving 245 examinations, on the polygraph. In 112 of the cases where the lie-detector indicated deception, confession followed. In seven cases where guilt was indicated, it was proved by other means, though no confession was made. Fifteen confessions were obtained when suspects were confronted with the polygraph. Seventy-three suspects given the test showed no deception, and 36 of these later were proved innocent.

* * *

Low-Rent Housing Project Saves Toledo \$11,746 In City Services

Toledo, O. is saving \$11,746 a year on municipal services to the former slum area now accommodating Brand Whitlock Homes, government low-rent housing project, the National Association of Housing Officials noted today.

The saving was revealed in an analysis by the Toledo Housing Authority which itemized costs for juvenile delinquency, tuberculosis, child welfare, fire and police protection, refuse collection and other services.

Cost figures for these services before the slum area was built over with new low-cost housing stood at \$13,811. Under present circumstances the city is expending \$2,065.

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Study Shows How Cities May Reduce Fire Insurance Costs

Three steps for cities to follow in securing fire insurance rate reductions were described in a study issued today by the International City Managers' Association.

The municipalities were advised to obtain better classification of their fire defenses according to the 10-class grading of the National Board of Fire Underwriters; to encourage individual property owners to make necessary improvements; and to reduce fire losses on a statewide basis.

The 10-class system of the underwriters grades cities according to quality of fire defenses, those with the best defenses placing in Classes 1 and 2. Classifications are made on the basis of the number of points a city is deficient in such factors as water supply, fire department personnel and equipment, and building laws. Insurance gradings for cities over 30,000 population at present show nearly 72 per cent in Classes 3 and 4, according to the study. Eight per cent are in Class 2. No city is yet in Class 1.

The principal aim of municipal officials should be to remove the most deficiency points at the least cost, the study said. In all but a few states, cities can secure from the insurance rating bureau in their territory not only the summary grading, but also details of the deficiency points on items covered. With this information, and with statements from grading engineers as to what improvements should be made in order to secure a better classification, the city can develop a long-range plan for improving fire defenses, it was pointed out.

The city can aid individual property owners by reminding them of the services of the rating bureau, the study said. In Parkersburg, W.Va., for example, the municipal fire prevention bureau investigates the rate of any building on request of the owner or occupant, and through a rating bureau engineer, recommends changes that will effect insurance charge reduction. In one instance, a property owner reduced the rate on his building 50 per cent by making improvements costing less than \$100, thereby saving \$150 in premiums over a two-year period.

Cooperative action by city officials through state leagues of municipalities offers the most effective way of reducing statewide fire losses--necessary before rates will be cut locally--the study said. Besides promoting fire prevention, the cities jointly can study loss records. North Carolina cities, for instance, gained a 25 per cent reduction on insurance rates for public buildings when a state league study revealed current rates to be higher than justified by the loss record.

As a general rule, when a city moves from one fire insurance classification to the next better class, there is a reduction of about 5 per cent in premium rates, according to the study.

Training - 8

College Training In Police Methods, Administration Recommended

A recommendation that universities and colleges offer courses in police training and administration to develop more competent and efficient police personnel is under study today by law enforcement officials throughout the country, according to the International Association of Chiefs of Police.

This recommendation, along with several others, resulted from a survey of municipal training facilities in 26 states by the American Bar Association's committee on Police Training and Merit Systems, which included members of the police chiefs' organization.

If college courses offering pre-service training in police work are offered, the study said, they should be taught by persons actively engaged in or thoroughly familiar with police practices and procedures.

The committee recommended, also, that a national school for police training should be established, patterned after West Point or the Federal Bureau of Investigation's National Police Academy, and that a uniform code of criminal procedure and of major crimes should be drafted for adoption by all states.

Legislation removing restrictions on the interstate pursuit and apprehension of criminals should be passed by states lacking such laws, according to the report. It suggested also that residence requirements for applicants to police forces be abolished.

Municipalities in the 26 states studied by the committee offer seven types of police training, according to the survey: 1) pre-employment police training, 2) recruit schools and advanced training programs for state police, 3) interstate zone, or area schools, 4) short, intensive courses, institutes, conference and extension courses, 5) itinerant instructors, 6) local training programs, and 7) training programs for private industrial police.

Police departments suffer most from lack of proper training in cities below par financially, according to the analysis.

Housing management - is

Cincinnati Adopts New Rent Policy For Relief Recipients

With consent of property owners and other interested taxpayers, Cincinnati's council committees on finance and welfare have approved the added expenditure of \$18,000 a month to maintain a consistent rent policy for relief recipients, the National Association of Housing Officials reported today.

Although the \$18,000 increase means a slight addition in taxes, it was recommended on the theory that the community as a whole would benefit from improved relief client health and morale resulting from better housing.

Up to now, the city's department of public relief has been able to pay an average monthly rental of only \$8.00 for relief families. Considerably less than the normal rental, it frequently was paid irregularly, sometimes only just before tenant eviction. Since 1932, also, the city has been less able to enforce building and housing regulations, and relief clients have been living in deteriorated and crowded quarters.

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Housing Projects Help Tenants Find Jobs

Low-rent housing projects in two cities have set up "employment services" within their own circles to put tenants in touch with jobs, the National Association of Housing Officials reported today.

In Chicago the project newspaper published by the tenants of Julia Lathrop Homes conducts the service. Employed residents of the project bring in leads on possible job openings and the paper carries complete personnel listings of unemployed tenants. The plan is to establish the personnel service as a reliable employment source with as many reputable companies as possible.

Brand Whitlock Homes, managed by the Toledo Metropolitan Housing Authority, recently distributed a bulletin listing tenants who, although employed, were not working in jobs for which they were trained. Purpose of the employment service is to put such tenants in contact with more suitable positions, as well as to find employment for those out of work.

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Public's Opinion On Civil Service Sought By World's Fair Poll

An effort to learn public attitudes on federal, state and local civil service is under way at the New York World's Fair, where visitors are asked their opinions on operation of merit systems, the Civil Service Assembly of the United States and Canada reported today.

Twenty-three questions relating to the operation of merit systems are submitted for answers to between 200 and 500 visitors a day at the New York Municipal Civil Service Commission's exhibit. Approximately 5,000 persons will be included in the survey, sponsored jointly by the New York commission and the Assembly's committee on public relations.

From answers to the questions, the sponsors hope to obtain a cross-section of what citizens think of civil service operation, whether they favor the merit principle, and their attitudes toward residence restrictions, veterans' preference and unionization of public employees.

Persons participating in the poll also will be asked if they think civil service employees should engage in politics, and if they believe public jobs should go to faithful workers of the winning party.

The question form provides for the expression of degrees of favor or disfavor---not just a straight "yes" or "no" vote. Each voter remains anonymous, but he is asked to give his political party preference, occupation, residence and education. By this method, individual as well as general attitudes may be determined.

The poll, under the direction of William E. Mosher, dean of the Maxwell School of Citizenship and Public Affairs at Syracuse university, is believed to be the first large-scale attempt by an organized group of public officials to canvass scientifically the public's opinion of their activities.

State Tax Agencies Meet With Local Assessors Under Laws Of 27 States

Twenty-seven of the states which provide for state assistance to local assessors of property taxes make legal provision for periodic meetings with these officials, a survey by the National Association of Assessing Officers showed today.

A spreading policy during the last several years, state supervision and cooperation is based on the theory that it promotes uniformity in local assessments and improves techniques.

In 18 of the 27 states, according to the survey, statewide meetings of local assessors are mandatory. In nine states the state agency has the option of calling sessions. In a few of the remaining states, although no provision for meetings is found in the law, tax commissions frequently assemble the local assessors for conference and instruction, the Association said.

Attendance of the local assessors at meetings called by the state tax agencies is required by law in 10 of the states. In three other states the tax commissioners may require attendance, but the remaining 14 make no demands. In Idaho a penalty of \$1,000 is possible if a local assessor fails to attend a meeting, and in Kentucky the assessing officer may be removed from office for non-attendance.

Meetings of local assessors are held at least once a year, according to laws of 11 states. In two states they are held once in two years; in 13 states, when designated by the state agency.

In most of the states, the survey showed the county as footing the assessors' expenses for the meetings. In Colorado, the state pays the bill, and in Kentucky it is shared equally by county and state.

The 27 states with laws providing for meetings include Arkansas and California, where legislation was approved this year; Arizona, Colorado, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Maine, Minnesota, Mississippi, Missouri, Montana, New Hampshire, New Mexico, New York, North Dakota, Ohio, South Carolina, South Dakota, Utah, Vermont, Washington, West Virginia and Wisconsin.

Finance Officers Go To School

City and county fiscal officers in increasing numbers are attending in-service training schools to keep up to date on the latest developments in managing municipal money, the Municipal Finance Officers' Association of the United States and Canada said today.

Louisiana State university will hold its first training school for municipal finance officers Sept. 19-21. The fourth annual institute for municipal finance officers in Pennsylvania is scheduled for Nov. 17-18.

Alabama and Michigan are considering the preparation of accounting manuals to be used as the basis for finance officers' training schools. New Jersey, which has had a program of training schools for several years, has plans for sessions through 1940.

At least 15 other states have conducted training courses during the past two years for these local officials, either through state leagues of municipalities or vocational education programs. Among them are: California, Florida, Missouri, Nebraska, Ohio, Oklahoma, Pennsylvania, Utah, Texas and Washington.

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Motor vehicles - Regulation

17 States Now Compel Motor Vehicle Inspection

Semi-annual inspection of South Carolina's 238,000 passenger cars and 39,000 trucks will be inaugurated this year as the state becomes the 17th to compel motor vehicle examinations in an effort to curb traffic accidents, the International Association of Chiefs of Police reported today.

One other state--West Virginia--added a compulsory vehicle inspection statute early in 1939. Other states with statewide inspection laws include: Colorado, Connecticut, Delaware, Maine, Maryland, Massachusetts, Nebraska, New Hampshire, New Jersey, New Mexico, Pennsylvania, Utah, Vermont, Virginia and Mississippi.

Permissive legislation in 12 other states has resulted in enactment of local inspection ordinances in approximately two dozen cities, according to the

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Release No. 1: For Mon., Aug. 28

Cities Anticipate Rise In Relief Rolls With Changed WPA Program

Reductions in work relief effected by the Federal Emergency Relief Appropriation Act of 1939 are expected to bring about a noticeable increase in the relief rolls of local governments within the next few months, a survey by the International City Managers' Association showed today. The survey included 10 cities, ranging in population from 10,000 to about 300,000, and representative of various regions of the country.

Although officials of several of these cities expressed the opinion that a number of the workers laid off by the WPA under the 18 months' furlough provision of the Act would not seek municipal relief, statements by most of them indicated that it would be only a matter of weeks until the cities would have to support all those not reassigned to work projects.

Between 15 and 20 per cent of all those employed on federal work relief projects were laid off by August 20, average figures for the 10 cities indicated. In most of the cities about as many more were due for discharge by September 1 under the terms of the Act.

In eight of the cities, from 25 to 100 per cent of those laid off had already applied for direct relief by August 20. In the two other cities, where applications were few, officials said that those laid off were living on savings or on their final pay checks, or had not sought relief because they knew the city as yet had no arrangement for accepting them.

Four of the 10 cities replied that they had not accepted any former Work Projects Administration workers as relief clients. Two others have taken all the furloughed workers on relief rolls, but one of these cities issues only surplus commodities, not cash relief, to employables. The other four cities have added from 10 to 27 per cent of those furloughed from work projects to their relief lists.

The further assignment of Work Projects Administration workers on the basis of relative individual needs, under the provisions of the 1939 Act, should keep local direct relief costs from increasing as much as they otherwise would, the Association pointed out. On the other hand, in some northern cities the reduction in the WPA wage scale, under the 1939 Act, will make it necessary for the municipal governments to spend more for relief.

In addition, the requirement of a 25 per cent local contribution to a WPA project, together with the new limit on federal contribution of material, will result in either fewer projects or higher costs to the cities. Another cause of local difficulties is the curtailment of PWA, reducing employment on public works as present projects are completed.

States Prepare To Tax Federal Salaries, Securities

Twenty-eight of the 32 states with laws taxing personal incomes will collect taxes on salaries of several hundred thousand federal employees under the new Public Salary Tax Act effective this year, information from the Federation of Tax Administrators showed today.

Seventeen states, the Federation noted, amended their statutes this year either before or after Congress acted to remove reciprocal immunity of public salaries from income taxation. They were: Alabama, Arkansas, California, Colorado, Delaware, Iowa, Kansas, Minnesota, Montana, New Mexico, New York, North Carolina, Oklahoma, South Carolina, Vermont, West Virginia and Wisconsin.

Nine states could claim previous laws automatically providing for taxation of federal employee incomes whenever the federal exemption was removed. These included: Georgia, Idaho, Indiana, Maryland, Massachusetts, Mississippi, Missouri, Oregon and South Dakota. Wisconsin, which also had had such a law, amended it to define the removal of immunity.

Laws of two other states--Arizona and Kentucky--made no mention of the immunity of federal salaries from income taxation. Up to now, neither state, of course, attempted to tax federal employees because of federal constitutional limitations.

Louisiana, West Virginia, North Dakota and Utah are the only states with income levies which specifically exempt salaries of federal employees living within their boundaries. The first two states held no legislative session this year and the last two adjourned before the proposal was passed by Congress.

Although Congress did not act on the President's recommendation to remove tax immunity of interest on government obligations, six states revised their laws during 1939 sessions to make such taxation possible on their part immediately if immunity is removed. Twelve other states, the Federation said, will be able to tax income from such interest without further legislative action. In 18 states the statutes still provide specific tax exemption from interest on federal obligations.

Gasoline tax

Utah Municipal Airports Get State Aid From Gas Tax

Utah cities that maintain airports will gain funds for their operation from the state tax on gasoline supplied to airplanes, the American Municipal Association reported today.

A new state law sets aside the tax collected on fuel sold at any municipal airport exclusively for upkeep of that port. To avoid the question of interference with interstate commerce, the act reads that gasoline is to be taxed in the supply or storage tanks before it is put in the airplane.

Cities in most states have found the upkeep on airports a growing financial burden, according to the Association. It is estimated that in Utah the new source of funds will take care of a substantial part of all maintenance expense of the ports.

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Rhode Island Plans Roads From The Air

Surveying

Rhode Island will use a series of high altitude photographs recently taken in the state to plan new roads and relocate old ones, the American Public Works Association reported today.

The aerial photographs, of which 1400 were taken, are being used by the State Highway Planning Survey to map the road network throughout the state. The pictures will supplement the U.S. geological survey maps last made for the region in 1887, which do not show many highways.

Mosaic maps of the entire state, by counties, may be made from the aerial photographs, according to highway officials' plans. Various state departments as well as city and town officials are expected to make use of the maps in tax and assessment work, planning and other undertakings.

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Motorists - Traffic -
Traffic -

Films Aid In Traffic Control

California state and municipal police are using the movie camera as the newest weapon against traffic offenders, the International Association of Chiefs of Police reported today.

Motorists suspected of driving while drunk are filmed by Fresno and Sacramento police at the station, and reckless drivers are "shot" in action by cameras mounted in the windshields of patrol cars of California State Highway Police.

The screen test of drivers held on suspicion of driving while intoxicated includes action shots of their ability to walk a straight line, stand erect with eyes closed, and go through other routine motions. If charges are filed, the motion pictures are introduced as evidence.

In Fresno, where the system has been in use for some time, officials report that of 100 suspects filmed, 86 pleaded guilty. The cost of filming each suspect is \$7.50, as compared with an approximate cost of \$200 for jury fees and a deputy district attorney's time to prosecute an offender.

The Sacramento police department has only recently been authorized to purchase equipment for film taking.

The California highway patrol is experimenting with the use of motion picture cameras to get indisputable evidence of reckless driving. With 16mm. cameras mounted behind the windshields of patrol cars, they film actions of "weavers" and similar traffic offenders. The camera operates by an automatic button which the officer at the wheel can press when he sees a motorist ahead committing a violation.

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Rôle Of Housing Authority Outlined In Report

How the housing authority, a local governmental agency that was first created in the United States in 1933, is working out its rôle with the cooperation of federal, state and municipal governments is described in a report released today by the National Association of Housing Officials.

Housing authorities have been set up at the average rate of 40 a year to clear slums and to provide adequate dwellings at low rents for those who could not afford them otherwise, the report points out. These authorities are established by local governing bodies acting under state law, and their programs are supported by federal, state and local contributions. They have no independent taxing or regulatory powers.

Although a housing authority is an independent public agency in almost all states, it is part of the governmental or public machinery in its area, and it needs to cooperate with other public and private agencies, the report points out. Prepared as the first manual on local housing administration, the report describes the best methods of organizing and operating housing authorities, as developed in actual practice during the past few years, and recommends practices for the future.

The housing authority may get many services from departments of the city and county governments, the report says. It may get professional services from the legal and engineering departments, have its supplies bought through the city purchasing agent, and select its employees through the civil service commission. From the city planning commission the housing agency can learn of the neighborhoods that need clearance of bad housing, and the best location for new construction.

Cooperation with the municipal health, welfare, police and education departments is recommended, because "a housing project is not an institution or a welfare colony but an integral part of the community," and needs regular community services.

The report also recommends especially close cooperation between housing authorities and civic institutions, such as chambers of commerce, labor unions, women's clubs, and private welfare agencies.

New York Double-Checks Civil Service Candidates With Frequent Fingerprints

Not content with fingerprinting civil service appointees for identification, the New York Municipal Civil Service Commission is now fingerprinting each job-candidate before every part of his examination, the Civil Service Assembly of the United States and Canada reported today.

The purpose of the multiple fingerprinting is to make sure that no candidate uses a substitute in any part of his test--written, oral, practical, physical, or medical--in which he may be weak. The candidates for some positions are fingerprinted as many as five times. Final fingerprinting takes place on the day of appointment.

New York City is one of a growing number of jurisdictions which use fingerprints to weed out undesirable appointees, the Assembly reports. Among them are the city of San Antonio, Tex., San Diego County, Calif., and the Los Angeles city school district.

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Four States Add Cigarette Tax; Total 25

Tobacco Tax

With new laws in Massachusetts, New Hampshire, Rhode Island, and New York this year, the taxation of cigarettes now produces revenue for 25 states, the Federation of Tax Administrators said today.

Each of the four states new on the list levies a 2-cent tax on a standard package of 20 cigarettes. This tax, which is the lowest, is levied in ten other states: Arizona, Connecticut, Iowa, Kansas, Kentucky, Ohio, Pennsylvania, Utah, Vermont, and Washington.

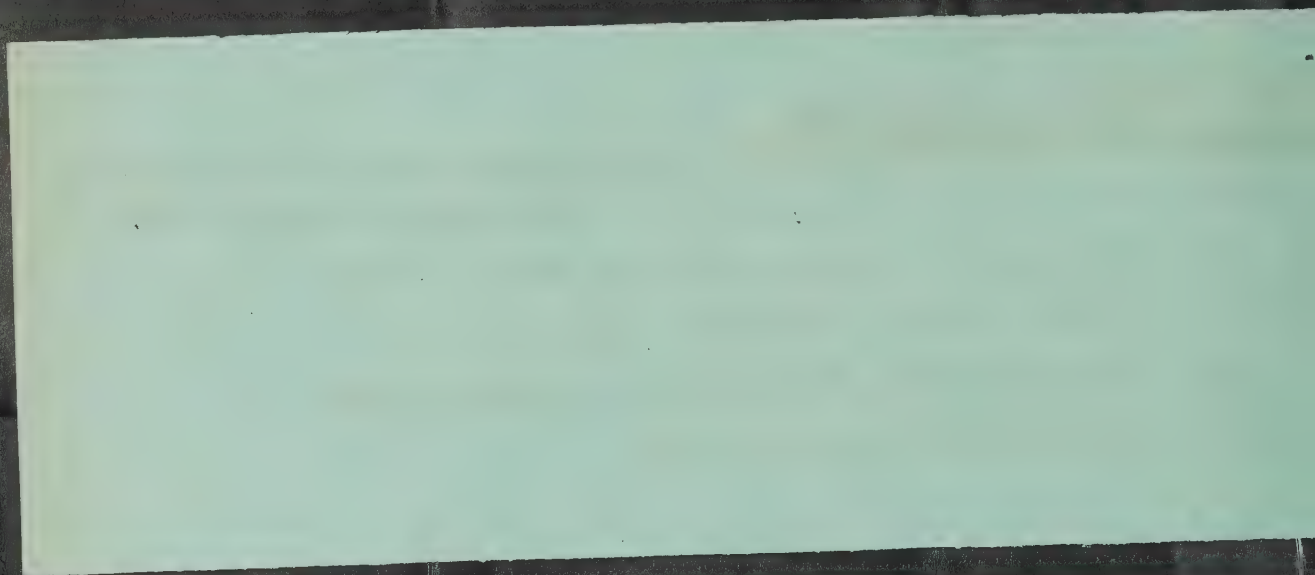
The tax per package is 3 cents in seven states: Alabama, Georgia, North Dakota, Oklahoma, South Dakota, Tennessee, and Texas. Three states, Louisiana, Mississippi, and South Carolina, levy a 4-cent tax, and Arkansas collects 5 cents on each pack.

Of the eight cities which have municipal cigarette taxes, three levy a 1-cent, three a 2-cent, and two a $1\frac{1}{2}$ -cent tax.

* * *

News Bulletin of
PUBLIC ADMINISTRATION CLEARING HOUSE
1313 East 60th Street, Chicago, Illinois

For publications which have not yet used the PACH News Bulletin Release for Tues.,
Aug. 29, and for purposes of record, we report an error in the story on state
taxation of federal salaries. In Paragraph 5, First Line, for
x x x Louisiana, West Virginia, North Dakota x x x please make read
x x x Louisiana, Virginia, North Dakota x x x



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Property Tax, Grants-in-aid Provide Most Of Municipal Revenue

Although its importance in the revenue system of the United States as a whole has been declining for many years, the property tax keeps its place as the financial mainstay of the nation's largest cities, an analysis of municipal revenue sources by the Federation of Tax Administrators showed today.

From 1915 through 1937--the period analyzed--cities over 100,000 population drew 60 to 65 per cent of their revenue from general property taxes, while other revenue sources showed wide fluctuations. In 1937 the property tax provided a larger proportion of municipal revenue than in 1915.

The most noticeable change in revenue sources, according to the analysis, was the large increase in the percentage of income derived from shared taxes and grants-in-aid. Beginning with a rise from $3\frac{1}{2}$ per cent in 1915 to 5 per cent in 1931, contributions to localities from the federal and state governments shot up to 11 per cent in 1933, as municipal revenue systems failed to meet demands for new and growing services. By 1935 these contributions supplied 14 per cent of local revenue, and by 1937 they totaled $17\frac{1}{2}$ per cent.

Municipal income from license and business taxes, meanwhile, dropped from 6 per cent in 1915 to 3 per cent in 1925, rose again to 6 per cent in 1935, and dropped to less than 4 per cent in 1937. The original decline from the 1915 percentage, according to the Federation, was due primarily to prohibition, which deprived the cities of revenues formerly received from liquor taxes and licenses.

Besides these revenue sources, special assessments for capital improvements and miscellaneous revenues supplied income to the cities. Over the 22-year period the analysis showed income from special assessments declining from about 8 per cent to 1.2 per cent. Income from miscellaneous revenues, such as occupational taxes, earnings on municipally-owned utilities, rents of various kinds, and fines, dropped from 21.3 per cent in 1915 to 12.8 per cent in 1937.

The analysis was based on United States Bureau of Census statistics on the 94 cities over 100,000 population, except for 1937, when figures were available for only 51 of the cities.

New Cooperative Program Has Five-Year Background

Five years of experience with self-help production cooperatives are behind the new California program of state-financed production for use, which Governor Culbert L. Olson recently announced. Since 1934, similar cooperatives, aided by the State Relief Administration, have produced food, clothing and household articles for relief agencies, according to a report to California legislators by the Bureau of Public Administration, University of California.

Self-help production cooperatives have been known in California for several years as associations of the unemployed or underemployed which borrow capital and equipment from the government, repay the loan in produce, and use the surplus themselves. Nothing that the cooperatives sew, bake, can or garden is sold in the open market, but the entire output is either bought by relief agencies or consumed by the producers.

During the 1934-1938 period, California self-help cooperatives brought about a net saving to relief funds of \$565,000, according to the report. In 1938, their membership totaled 2,240.

More than a third of the members of the California cooperatives do not receive any relief payments. Others use the \$20 or \$30 worth of goods per month that they earn through the cooperatives to add to relief payments. The self-help organizations have not only enabled persons eligible for relief to maintain themselves without it, the report pointed out, but have helped many other families to supplement scanty incomes.

The first self-help cooperatives in California bartered surplus labor for surplus products from 1932 to 1934. This type of cooperative, which brought the average member benefits amounting to less than \$8 per month, declined after 1934.

Nearly half of the self-help cooperatives in the country are in California, the report showed. Most of the others are in Washington, Utah, Idaho and Missouri.

First Official Directory Of Police Officials To Be Issued

The first official police directory for the United States and Canada, which will list the principal police executives in more than fifty foreign countries as well as officials of every local, state, and national law enforcement agency in America, will be issued this month by the International Association of Chiefs of Police.

The directory has been compiled, the Association said today, to facilitate communication among police units in the search for criminals and to aid in the correlation of police activities. Communications by mail, telegraph, or radio will be far more effective if directed immediately to the proper official, it was pointed out.

The roster, which is called The Police Blue Book 1939-40, will list the names and titles of approximately 30,000 police and law enforcement officials in a total of 5,500 jurisdictions here and in other countries.

For the United States, the list will include the number of police department employees, the patrol equipment, and the principal police officials of each of the two thousand cities of more than 5,000 population. It will also name the sheriffs, district attorneys, and probation officers of the more than three thousand counties in the country.

State information will include names of superintendents of penal institutions, chief parole officers, and the man-power and equipment of state police and highway patrols. Officials and organizations of federal law enforcement agencies, including regional and field offices, will also be listed. Among these will be the Federal Bureau of Investigation, the Bureau of Prisons, the Immigration Border Patrol and the Secret Service.

For foreign countries, heads of national police agencies in 54 nations will be listed, as well as all dominion, provincial and local police officials in Canada, and the national agencies and chief constables of all cities of over 100,000 population in Great Britain.

New State Laws Further Municipal Cooperation

New laws enabling local governments to cooperate in performing services stood out among those enacted by state legislatures in 1939, a survey in 28 representative states by the American Municipal Association showed today.

Other legislation of importance to cities gained them new revenue-producing and regulatory powers in some states, and in others increased state supervision of municipal administration, especially in finance.

The new laws enabling local governments to contract with one another or with state agencies for services cover matters ranging from airport building to fire and police protection, the survey showed. These laws are intended to make it possible for small units of government to get better facilities and services.

In Wisconsin, a law of this kind gives cities, villages, towns, counties, and school districts blanket authority to enter into agreements for the joint performance of any services. In Arkansas, two or more cities may now build and operate airports jointly. A new Michigan law permits two or more governmental subdivisions to join in providing for public buildings or other public purposes.

Inter-city contracts for fire protection, which will help solve the problems of small local governments, are made possible under new laws in Illinois, Iowa, Oklahoma, West Virginia, Nebraska, and Oregon. To further cooperation in police affairs, Kansas established a state bureau of investigation for promoting the exchange of information on criminals among local and state agencies. In addition, there are new laws to facilitate intergovernmental contracts on highway construction, personnel administration, pension plans and other activities.

Local shares of taxes collected and funds administered by the state were increased in many states, among them Oklahoma, Utah, Kansas, Michigan, and North Carolina. In Kansas, counties will receive 30 per cent and cities 40 per cent of the cigarette tax. North Carolina increased the cities' and counties' share of the intangibles tax from 50 to 60 per cent. In other states revenue reallocations were from gasoline or motor vehicle taxes.

Among laws granting new general powers to cities were those in five states--Arizona, Idaho, Missouri, New Mexico, and Washington--permitting the creation of local housing authorities. Oregon, by a new enactment, allows cities to put money aside in sinking funds for construction of public improvements or purchase of equipment in the future. Partly in order to provide cities with more funds for law enforcement, Missouri and Oklahoma authorized them to levy license taxes on beer and liquor dispensaries.

State supervision of local government finance was increased in Alabama, Minnesota, North Dakota, and Iowa. The Minnesota act, the most inclusive, authorizes the state public examiner to collect local financial data, prescribe local financial forms, and upon request to install finance systems.

Disaster Plans Made Part Of Municipal Administration

A general program for city governments to follow in preparing to cope with emergencies or disasters was outlined in a report to the International City Managers' Association today.

The suggestions were based in part upon the disaster plans of five cities, Sacramento and Pasadena, Calif., Norwood, Mass., Miami Beach, Fla. and New London, Conn. These cities, the report pointed out, are among an increasing number which have set up permanent plans for emergencies as part of their administrative routine.

Disaster plans, the report said, prepare chiefly for (1) the protection of life and property, and for (2) the provision of food, shelter, clothing and medical care. The first function is usually considered to be the responsibility of the local government; the second, of the Red Cross and similar agencies. In most cities, a committee of officials and private citizens coordinates the two functions, taking charge of general planning, publicity, the management of finances and the assignment of personnel.

The report outlined phases of a disaster plan applicable before, during and following an emergency. Before the disaster strikes, the report said, it is important to authorize some official to declare the existence of the emergency. A signal that is not dependent on equipment which may be rendered useless should be prearranged to announce the impending emergency, and the personnel and equipment available to distribute instructions to citizens must be set in advance.

During the disaster the protection of life and property will require policing and rescue work, fire fighting, the condemnation of unsafe buildings, health regulation and the provision of essential utility services. The disaster plan must include an account of police and rescue resources and a plan for mobilizing and directing them. The availability of equipment such as first-aid materials, special badges, boats, trucks and transportation should also be known.

After the disaster the city must demobilize the personnel reinforcements called in, salvage unclaimed property, restore services and remove debris. At this stage the building inspection, public works, and purchasing departments are of prime importance, the report said. Special labor resources, such as those furnished by the local and state employment agencies, can be called upon for cleanup work.

Most disaster plans are established by city ordinance or resolution, which legally can affect only the departments and employees of the city, the report said. They are designed to coordinate the efforts of every agency in the community, however, and must therefore allow for flexibility in application.

Ohio City Operates Municipal Open-Air Theatre

Cleveland Heights, O., suburb of Cleveland, has just concluded its first season of municipal open-air theatre in a new \$100,000 recreational and educational center, the International City Managers' Association reported today.

The 3,300-seat theatre, which is situated in a wooded ravine, was built over a four-year period chiefly through labor furnished by the Soldiers and Sailors Relief Commission and the Works Progress Administration. The city contributed a few thousand dollars for materials, which were bought second-hand or when the market was most favorable.

The mayor, park committee and city manager are in charge of the theatre, which is operated by a director appointed by the mayor and city council. A Citizens' Committee helps promote the theatre, sells tickets, and plans the Sunday evening programs.

The 1939 season, extending for about two months, included four presentations a week of music, drama and popular concert-dancing. The Sunday programs, known as "Community Hours," included music and speeches. A morning school of the theatre was operated through the summer for students over 15 years of age, who paid their tuition by working on the various productions.

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Alexandria, Va. Enacts Local Pre-Marital Test Law

The first municipal law requiring pre-marital blood tests to prevent the spread of venereal disease is now in effect in Alexandria, Va., the American Municipal Association reported today.

Alexandria, across the Potomac River from Washington, D.C., follows 19 states which during the past few years have enacted legislation requiring such examinations of both marriage partners. The state of Virginia lacks such an act, although one was introduced in the last session of the legislature.

The pre-marital test requirement is one of 14 sections in the city's new health ordinance. Another section of the law requires physicians attending prospective mothers to make venereal disease tests.

* * *

Few Cities Issue Bonds To Pay For Relief

Comparatively few large cities and counties have issued bonds for relief purposes during the past seven years, a survey by the Municipal Finance Officers' Association of the United States and Canada indicated today.

Since 1932 a total of \$286,753,283 in bonds has been issued by 20 cities and 16 counties out of the 118 local governments replying to the Association's nation-wide inquiry, which included cities over 100,000 population, and usually the counties in which they are located. Bonds listed were issued for direct relief only and did not include borrowings to make up the local governments' contribution to work relief projects or to unemployment relief through public works.

Of the bonds issued by the 20 cities, \$143,779,852, or nearly 60 per cent, is now outstanding. The 16 counties still have \$22,080,820 outstanding in debts for relief.

Four cities accounted for \$186,957,000 or 77 per cent, of the total amount of bonds issued by the 20 cities included in the group. One county issued slightly more than one-third of the county bonds.

Eight of the cities plan to issue about \$5,000,000 in new bonds for relief during the balance of 1939, they reported. Four of the 16 counties reported that they expect to borrow a total of \$6,785,972 over the next few months. More than half of this amount will be borrowed by the same county that showed the largest bond issues for relief in the past.

The survey showed that some of the local governments had followed a continuous policy of issuing bonds for relief purposes, without much change from year to year. Others issued bonds only in certain years, to meet emergencies until other sources of revenue were discovered or the financing of relief was taken over by other political subdivisions, the Association said.

1. School Traffic - New

Drive To Protect School Children Under Way By Police, School Authorities

The nine-month task of protecting the nation's school children from traffic accidents, which in 1938 killed more than 1,000 and injured approximately 60,000 between the ages of 5 and 14, got under way today. Police and school authorities are practicing their most modern and educational methods of protection for this purpose.

Educational motion pictures, a relatively new development in the field, take their place in importance this year with school boy patrols and classroom courses in safe driving as the school-year campaign gets under way, according to the International Association of Chiefs of Police.

Volunteer school boy safety patrols are credited with exceptional work in protecting pupils on their daily trips between home and school. The Association pointed out that these patrols, with 275,000 members in 3,250 communities, protect more than 8,000,000 school children.

In many moderate-sized cities, including Louisville, Ky., Dayton, O., Knoxville and Chattanooga, Tenn. and Hartford and Bridgeport, Conn., full-fledged campaigns for the protection of school children are carried on continually, as in most metropolitan centers.

In Dayton, for example, all schools in the city, both public and parochial, have well-trained school boy patrols which, officials report, "have done an excellent job of protecting the lives of boys and girls." During winter months, police officers visit each school, giving traffic safety lectures in conjunction with motion pictures illustrating safe and unsafe driving.

Knoxville police use motion pictures in their safety campaigns, while police officers assist school boy patrols in escorting children across dangerous streets. Retired firemen sometimes help in this work. Parking is restricted in certain school areas, and all bicycles and motor scooters must be licensed.

The Louisville police department is one of many which assign officers to full-time posts to instruct and train patrols and supervise and maintain various patrol units. Officers are sent to all schools to give safety talks, illustrated by charts and safety sound films. Certain parking restrictions are enforced.

Louisville, also, plans to join the list of cities in which instructions in safe driving are given school children. Lane Technical high school, Chicago, took the lead in this field several years ago, and now operates special classrooms where students operate "dummy cars." Practical "on the highway" instruction also is given. Similar courses are offered in Cleveland, O., Highland Park, Mich. and a number of other cities.

Steps Taken To Control River Pollution

Interstate commissions are taking administrative measures toward the control of pollution in the rivers that drain three of the nation's principal industrial areas -- the Delaware, the Potomac, and the Ohio -- while awaiting the enactment of formal legislative compacts, the Council of State Governments reported today.

The importance of these drainage basins in the event of emergency conditions brought by war makes it more urgent to speed the present projects for the improvement of conditions, according to the Council.

The Delaware River in particular is an important artery for industrial shipping. Under the present interstate regulations, the Council pointed out, any industrial expansion in the Delaware basin would not add to the pollution of the river by industrial wastes. The state health departments of Delaware, New Jersey, New York, and Pennsylvania are enforcing purity standards which would require industries to purify the wastes discharged from new facilities.

Legislation to give continuing effect to the interstate agreement on the Delaware still awaits ratification by the General Assembly of Pennsylvania, which may consider it in a special session later this year. The legislation was drafted by the Interstate Commission on the Delaware River Basin, which has headquarters in Philadelphia.

The Interstate Commission on the Potomac Basin will set up headquarters in Washington, D.C., in the near future, the Council reported. A compact establishing purity standards for the prevention of pollution has been ratified by the Maryland legislature, and will get legislative attention in Virginia in 1940, and West Virginia in 1941. The Pennsylvania legislature, which refused to ratify it this year, may reconsider it in a special session.

Uniform legislation to create an Ohio River Valley Sanitation Commission, and to set up minimum standards for the treatment of sewage and waste, has been ratified by the legislatures of five of the nine states concerned -- Illinois, Indiana, New York, Ohio, and West Virginia. Since West Virginia made her ratification dependent on that of Pennsylvania, however, the compact will probably not go into effect until another state ratifies it. It will go before the Kentucky legislature in 1940.

States Avoid Double Taxes On Estates

To avoid collecting double death taxes from a single estate, twenty-two states have waived their legal privilege and do not levy such taxes on the intangible personal property of nonresidents, information from the Federation of Tax Administrators showed today.

These states now have statutes providing reciprocal tax exemption on stocks, bonds, and other intangibles held in the estates of nonresidents, even though recent decisions of the United States Supreme Court left the way open for double or multiple taxation of such property.

Thus, if John Doe of Arkansas dies and bequeaths some stocks held in trust in a New Hampshire bank to Richard Roe of Wyoming, all three states can constitutionally tax the single bequest. Under reciprocal exemption statutes, only the home state of John Doe does so.

The states which eliminate possibility of the multiple levy by reciprocal agreement are: Arkansas, California, Georgia, Idaho, Illinois, Indiana, Iowa, Maryland, Michigan, Mississippi, Nebraska, New Hampshire, New Mexico, North Dakota, Ohio, Oregon, Pennsylvania, South Carolina, Texas, West Virginia, Wisconsin and Wyoming.

In Nebraska, reciprocity applies only to stocks and bonds. In North Dakota, it includes stock of domestic corporations only, and in Iowa and Rhode Island there are other limitations.

Besides the 22 states which eliminate double death duties by reciprocal agreement, Nevada is free of the problem, since it imposes no death taxes. Ten other states also avoid the problem because their death taxes are restricted to tangible property. These states are Connecticut, Delaware, Florida, Maine, Massachusetts, New Jersey, New York, Tennessee, Vermont and Virginia.

Land

Three State Surveys Show Excess Subdivision In Urban Areas

Mounting evidence of excess subdivision in metropolitan areas was cited by the American Society of Planning Officials today in three recent surveys of new land platting in Michigan, New Jersey and New York.

The surveys, made by planning agencies within the past year, are being followed by studies now under way in several other states. While many localities are separately studying land subdivision, the Society said, the states are attempting to unify consideration of the problem.

The Michigan study revealed that an additional two million people could be accommodated in the subdivided and platted area adjacent to Detroit, while the city itself has enough vacant lots to accommodate an increase of a million people. In four of the 13 townships studied, only 5.4 per cent of the residence lots had been used, and only 1.7 per cent of business lots.

In the New Jersey survey, it was found that there were vacant lots sufficient to accommodate double the present 4,000,000 inhabitants of the state. More than two-thirds of the acreage had been subdivided since 1915.

The New York survey showed that in four of the seven metropolitan districts of the state, including New York City, 501,669 parcels of land were vacant and presumably unused. The heaviest concentration of vacant lots occurred, however, in the 31 suburban towns on which information was compiled.

In general, the surveys showed that many subdivisions were chopped into parcels convenient for speculative sale, with little regard for suitability to ultimate use and for the public interest, the Society said. The subdivisions usually had been laid out without the guidance of city or county plans, and without concern for the costs of improvements and maintenance.

Street and lot arrangements for most subdivisions were found to be on the old-fashioned gridiron plan, and little or no provision had been made for parks and playgrounds. In some cases the subdividing had strangled the development of higher grade residential areas.

In nearly every case, vacant lots in undeveloped subdivisions were shown to contribute a high percentage of tax delinquency. In the Detroit area, for example, 65 per cent of all subdivision lots had been advertised in the 1938 tax sale, 78 per cent of them being delinquent for five or more years. A 10-year moratorium on taxes in Michigan had failed to stop abandonment of land in subdivisions.

Motorized Scooters New Traffic Problem For Cities

The motorized scooter, undersized hybrid of bicycle and automobile, presents a new problem in traffic regulation, the International Association of Chiefs of Police reported today. Some cities are solving the problem by expanding their motor vehicle ordinances to include scooters under automobile regulations.

Lincoln, Nebr., for example, has amended its ordinance to define vehicles as "all conveyances for persons or property except street cars and railway trains running upon their own tracks." Under the new ordinance, scooters must have front and rear lights and be given regular inspection, for a fee of 10 cents. Scooter drivers must have operators' permits and they must be over 18 years old, or have parental consent if they are between 16 and 18. Driving a scooter while drunk brings the same punishment as driving an automobile while drunk.

Arizona state police are reported placing similar regulations in effect on highways of the state.

* * *

Texas City Tabs Parking Meters By Colors To Show Time Limit

A color scheme for automobile parking meters is the newest aid to the motorist who pays his penny or more for the privilege of leaving his car on traffic-busy streets, the American Municipal Association reported today.

Austin, Tex., dividing its paid parking area into time-zones of 30 minutes to two hours, invented the idea so that the motorist may easily single out the zone he wants. Meters which reserve space for 30 minutes or less are painted red. Those used for a one-hour limit are silver-colored. Those used for two-hour parking are painted gold color.

Should other cities adopt color schemes for parking meters, Austin officials suggest that it would be advantageous to establish a uniform color system for the convenience of the traveling public.

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War Brings Special Preparations By American Police Departments

Police departments of many metropolitan cities have made special preparations for emergencies which may result from the war in Europe, the International Association of Chiefs of Police reported today.

Police departments of such cities as New York, Washington, D.C., Cincinnati, Milwaukee and St. Louis are operating, or preparing to operate, on an emergency basis to protect vital transportation and communication systems, factories and water supplies against any eventuality. State police forces of New York and New Jersey are prepared to cooperate. The Federal Bureau of Investigation may increase its personnel by 150 agents under an executive order by the president.

New York City's 18,000 policemen began operating on an emergency basis almost immediately after Great Britain declared war, and more than 500 men were added to each eight-hour shift. The plan of operation had been prepared and explained to ranking officers earlier in the week.

Officers were assigned to every steamship pier in the city's five boroughs, to every utility plant, bridge, tunnel, foreign consulate and other points of possible trouble. Strong details were assigned to foreign residential districts. A board of strategy, headed by the police commissioner, was set up with powers to requisition aid if needed from all other city agencies.

In Washington, police officials said "it has been found necessary to work out a program for additional service" but "as these services relate to the President of the United States, foreign embassies and legations, and federal activities, instructions are of a confidential nature and cannot be released for publication."

In Milwaukee, special police details are assigned to all public meetings where war issues are subjects of discussion. Activities of subversive groups are watched carefully, and persons of known subversive tendencies have been placed under surveillance.

All members of Cincinnati's police force have been instructed to give special attention to bridges, water works, gas tanks, power plants, radio stations and places where ammunition and guns are handled.

The St. Louis police department reports it is prepared at any moment to take steps for the prevention of sabotage of vulnerable points, including ammunition factories and industrial plants producing war materials.

Attorney-Generals Interpret Residence Laws For Relief Purposes

State officials throughout the country are calling upon their attorney-generals to interpret residence laws in an effort to promote practical and speedy administration of public assistance, the Attorney-Generals Section of the Council of State Governments reported today.

Opinions covering various phases of this problem have been given recently by attorney-generals of many states, including Illinois, Minnesota, Iowa, Connecticut, Nebraska and Wisconsin.

Although Illinois' new residence law bars aid to indigents who have not lived in the state, or community, for three years, it is the attorney-general's opinion that there is a "humanitarian duty" to protect a family from starvation, and to provide it with clothing and shelter. The attorney-general said this was a suggestion to administrators that they do whatever possible to secure private aid for ineligible persons.

Local authorities in Minnesota, according to this state's attorney-general, have no power to remove paupers against their will to another state, but may pay their traveling expenses if they return voluntarily to out-of-state residences. Within the state, however, persons who are likely to become public charges may, after being warned to depart from a community, be forcibly conveyed to their county of legal residence.

In another opinion, Minnesota's attorney-general said that while applicants cannot be forced to work for relief, it may be denied or restricted if the recipient refuses to work for his own support when a reasonable opportunity is offered.

Under Iowa's poor relief law, a person warned to depart from a county may be denied legal residence until one year after he has filed an affidavit that he is self-supporting, according to the attorney-general.

Connecticut's settlement law, requiring four years' residence without public relief for legal residence, does not disqualify a person employed by the Public Works Administration, since persons other than those on relief are eligible for this employment. "The spirit of work-relief legislation demands that such persons be deemed employees rather than public wards," the attorney-general said.

In Nebraska, the settlement law requiring 12 months' residence without public or private charity should be interpreted to mean a total residence of 12 months, whether consecutive or separated during periods in which relief is received, according to the Nebraska legal adviser.

The Council pointed out, in connection with residence laws, that New York and Vermont have an agreement under which one state pays transportation costs of needy persons to their place of residence in the other state. This plan facilitates the speedy return of indigents to their proper communities.

Cities Enlist Zoning Laws To Regulate Building Heights Around Airports

New municipal ordinances for the control of building heights in the vicinity of airports are growing in number as cities find it more and more necessary to prevent hazardous structures near their airports, the American Society of Planning Officials reported today.

The problem is intensified, the Society said, by the increase in the amount of space needed for larger planes. Airport authorities now insist upon a gliding angle of one to 15 feet instead of the former ratio of one to seven feet.

A number of localities, including Fresno, Calif., Atlantic City, N.J., Omaha, Nebr., Dade County, Fla., and Chicago, have attempted to meet the problem by including in their comprehensive zoning ordinances restrictions on building heights in designated areas. Fresno, for example, limits buildings, poles, towers and smokestacks within 5,000 feet of the airport to heights ranging from 20 to 150 feet.

Other localities, including Boston and Baltimore, have undertaken to control building height by passing specific ordinances for airports only. Whether or not the courts will uphold the specific type of ordinance in every state cannot be determined, according to the Society. For example, Baltimore's ordinance, which was concerned with aviation protection only, and was not based on a comprehensive plan, was recently held unconstitutional by the circuit court.

A third means of obtaining approaches to airports is through legislation authorizing condemnation of an easement, which makes possible the purchase of space. By this method a city may get rid of existing buildings, as well as prohibit future construction. State enabling laws of this kind were passed this year in Idaho and Illinois.

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Enabling Laws To Reinforce Building Ordinances

New municipal ordinances for the control of building heights in the vicinity of airports are growing in number as cities find it more and more necessary to prevent hazardous structures near their airports, the American Society of Planning Engineers has announced.

The problem is intensified, the Society said, by the increase in the amount of space needed for larger planes. Airport authorities now have to plan a glide path of one to 15 feet instead of the former ratio of one to seven feet.

In their comprehensive zoning ordinances restrictions on building heights are included among them. For example, limits on buildings, poles, towers and other structures within 5,000 feet of the airport to heights ranging from 20 to 150 feet.

The Society has drafted by-passing specific ordinances for airports only. It then has set the standard, according to the Society. For example, buildings, which are concerned with aviation protection only, and was not based on a comprehensive zoning ordinance.

The Society's condemnation of an enactment, which makes possible the purchase of land, and a city may get rid of existing buildings, as well as prohibit future construction. State enabling laws of this kind were passed this year in Idaho and

Ten Thousand State Police, Patrolmen Guard Nation's Highways

A motorized force of nearly 10,000 state police patrol the nation's highways today, according to the new police directory of the International Association of Chiefs of Police.

Using patrol cars and motorcycles, this small army of officials operates under full police powers in 32 states, and enforces motor vehicle laws only in eight. In the remaining states, their police powers are restricted.

The extent to which this branch of police activity has advanced is shown by the fact that every state except Wisconsin operates a state police force or highway patrol unit. Wisconsin has a division of state inspectors who act as state sheriffs.

The number of employes of the various police agencies ranges from eight in Nevada to 1,596 in Pennsylvania, the first state to set up a modern state patrol system. Highway police agencies of 300 or more officers are operated by 10 states-- Illinois, Indiana, New Jersey, New York, Pennsylvania, Iowa, Massachusetts, Michigan, California and Texas.

More than 4,400 patrol cars and 2,700 motorcycles are used by state policemen in patrolling thousands of miles of rural "beats." Pennsylvania's patrol, largest in the country, uses 648 cars and 80 motorcycles. California, with 910 officers, uses 600 motorcycles and 301 patrol cars. In addition to squad cars and motorcycles, Illinois operates five ambulances. Massachusetts uses 42 combination ambulance-cruisers and 10 trucks.

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Local Recreation Expenditures Highest In Seven Years

Local governments spent \$29,365,472 for recreation purposes in 1938--the largest amount since 1931, the International City Managers' Association noted today.

The year 1938 also saw the largest number of communities spending local funds for recreation under leadership. The figure, 1,295, surpassed the 1937 figure of 1,280. Fifteen cities employed full-time year-round recreation executives for the first time last year.

Nearly eight million dollars of the 1938 outlay for recreation was spent for recreational leaders. Altogether, 3,345 full-time year-round leaders were employed, which was almost 50 per cent above the low figure of the depression reported in 1932.

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Cities Change Methods Of Regulation Of Food Handlers

Educational measures are replacing routine periodic examinations in the regulatory program by which a number of cities prevent the spread of food-borne diseases, information from the American Municipal Association indicated today.

During the past five years New York City, Salem, Ore., Bridgeport and Hartford, Conn., Racine, Wis. and other cities have abandoned the routine examinations in favor of other means of regulating food sanitation in public places.

These cities made the change because they found the examinations expensive, unreliable and ineffective for the purpose, according to the Association. In New York City, for example, over an 11-year period, only 245 of 327,458 food-handlers examined had to be discharged because they were disease carriers.

Many public health authorities, the Association said, have come to the conclusion that routine examinations of food-handlers are not effective as a method of controlling communicable diseases because the principal food-borne diseases, typhoid fever and dysentery, cannot be detected by cursory examinations.

The Association cited as more effective a three-point program recently suggested by the League of Oregon Cities which involves: (1) adoption of sanitary regulations to govern food-handlers; (2) education of food-handlers in sanitary methods; and (3) close check-up on all infectious and contagious conditions that might be transmitted through food-handlers.

A model ordinance drawn up by the League proposes that each food-handler register for a permit, to be given after he is pronounced free of communicable diseases and after he has satisfied the health officer that he is "reasonably well-informed of the practices necessary in food establishments for preventing the transmission of communicable diseases through food." The ordinance declares it unlawful for food establishment owners to employ a person with a communicable disease. It had also been suggested that establishments found guilty of violating such an ordinance forfeit their licenses.

Alabama City Demonstrates Three-Level Planning

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Guntersville, Ala., involved in the TVA's unified development of the Tennessee River basin, is one of the first communities to demonstrate coordinated planning by federal, state and local agencies, the American Society of Planning Officials said today.

Once important primarily as a trading center for the surrounding farm territory, Guntersville, with a population of about 3,500, now anticipates rapid and extensive development as a transportation, industrial and recreation center.

To adjust itself to this development, the city has set up a local planning commission, with services of a full-time resident technician provided by the state planning agency. The Tennessee Valley Authority provides consultant services.

The city, to date, has adopted a zoning ordinance and is preparing a building code. Waterfront, city park and other public improvements are being developed according to a master plan now in preparation.

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Bottle Crowns Aid In Beer Tax Administration

Use of tax-paid bottle crowns in the collection of the Kentucky beer-consumption tax has brought a steady increase in state revenue since January, 1939, Kentucky tax officials report to the Federation of Tax Administrators.

In July, 1939, the tax produced \$106,077, compared to \$86,283 in the same month last year. Reduction of tax evasion, according to officials, was the reason for the increase.

Tax-paid beer caps, which are used in ten states, indicate directly on the individual bottle or can that the tax has been paid. Tax stamps, used in most other states, appear on the outside of the case.

The states now using tax-paid bottle crowns and can lids are Alabama, Georgia, Kentucky, Louisiana, Mississippi, Ohio, Pennsylvania, South Carolina, Utah and Virginia.

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Interstate Agreements Considered As Solution To Conflicting Settlement Laws

State welfare officials are looking to interstate agreements as a possible solution to the puzzling problem of how to administer social security and general relief benefits for non-residents under the present wide variations in residence requirements, the American Public Welfare Association said today.

At least a dozen states have taken the first step by adopting working agreements to facilitate the interstate transfer of one or another class of dependents, the Association reported after holding regional conferences in New England, the Eastern states and the Central states. Conferences will be held in other regions within the next few months.

Residence requirements or "settlement laws" were adopted by the states many years ago to make it difficult for tramps or paupers from one locality to move to another and "go on the town." With the advent of the social security program, many states which required lengthy residence--up to 10 years--reduced the time to five years, the maximum set by the federal act. Some of the states which had had "liberal" settlement laws, however, tightened them to require longer periods of residence for eligibility for general relief.

The wide variation in residence laws, the conferring states reported, "works a definite hardship on individuals who as a part of our industrial and agricultural economy are required to move from one state to another." Often the settlement laws are so complicated that minor, dependent children will have a legal residence different from their parents', and a strict interpretation of the law would force separation of the family. To determine the exact legal residence of a family, and to charge the proper local unit, frequently make the total administrative cost greater than the actual expenditure for care of the family, the Association said.

(MORE)

Interstate Agreements Considered--2

Until the settlement laws are standardized or repealed, the states can form reciprocal agreements to provide for interstate services in such programs as old age assistance, child welfare and general relief, the Association said. The ultimate purposes of such agreements are: to permit interstate visiting of recipients of public assistance, to allow interstate transfer of dependent persons, and to arrange for continued care and social study by one state of recipients moved to other states.

At present, the Association pointed out, the agreements in operation are limited mainly to aiding in the transfer of dependents, who, stranded in a strange state, might wish or need to return to their "home" state.

Among states which have already worked out interstate agreements in New England are Vermont, with New Hampshire and New York, on the transfer of the indigent; Rhode Island, with Massachusetts, Vermont, New Hampshire and New York, on the transfer of the insane and feeble-minded.

Of the Eastern states, New Jersey now has agreements covering the exchange and care of old age assistance recipients with Philadelphia, Chicago and Washington, D.C. New York has entered into agreements covering the transfer and care of dependents with Pennsylvania and Vermont.

In the Central states, Ohio and Tennessee have an agreement on the transfer of dependent children. Wisconsin has executed agreements on the transfer of non-residents with California, Illinois, Minnesota, Michigan, North Dakota and Washington, and has agreements pending with six other states. Ohio and Indiana are considering an interstate agreement relative to the servicing of public assistance recipients of each state who are temporarily in the other state for health reasons or for a visit.

Most of the states have the necessary authority to enter formal interstate agreements, and where it is lacking, informal arrangements can usually be made, the Association said.

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Average State Legislature Enacted 402 New Statutes

The average state legislature meeting this year enacted 402 new statutes, a survey by the Council of State Governments showed today. The survey covered 42 of the 44 states which held legislative sessions in 1929.

California, with 1,124 new statutes, and Arizona, with 90, were the extremes. New York's legislative product was 927 statutes.

The Council pointed out that a large number of these acts are not laws in the sense that they define new public policy. Many merely set up or modify state or local administrative procedures, or provide for appropriations for financing regular state governmental activities. Others are designed to amend, replace or remove obsolete statutes.

Of the 57,925 bills placed in the legislative hoppers for consideration, 16,921 became law. Approximately 1,200 failed to meet approval of the various governors, and were vetoed. Few bills were passed over a governor's veto.

The number of proposals considered by the 42 state legislatures this year surpassed by fewer than 1,000 the total submitted in 1937--56,962 bills, the Council pointed out. The number enacted was comparable, also--16,921 this year and 16,690 in 1937. There were a few more bills vetoed in 1937 than 1939.

Although New York and California topped the list in the number of bills introduced in their legislatures this year with 4,638 and 4,175 respectively, the average for the 42 states was 1,379. Twenty-four legislatures considered more than 1,000 bills each; eight, more than 2,000.

Chief executives of California, New York, Pennsylvania, Maryland and Illinois led the list as "veto" governors--refusing altogether approval to approximately 700 bills. California's governor vetoed nearly 275 bills. More than 200 were rejected by New York's chief executive.

About one-half the resolutions introduced in the various state legislatures were approved, the survey showed. Of approximately 4,500 submitted, more than 2,150 were accepted.

Big Editions, Early Issue, Proposed For Municipal Reports

Cities were advised by the International City Managers' Association today not to make "rare books" and "limited editions" of their annual reports to taxpayers.

Although many of the municipal reports have changed from "dull, statistic-filled tomes to attractive, well-bound, well-designed and pictorialized accounts," they still are not distributed to many people and they are slow in coming out, the Association found after a survey of reports issued this year.

Most cities consider 1,000 copies of the annual report a large edition, the Association learned, and on the average print only one copy for every 100 persons. A city of 5,000, however, could issue enough reports to supply one to every family for an estimated cost of less than 5 cents per person, if the report were made brief--about 30 pages--and were mimeographed or duplicated by some other inexpensive process.

Municipal reports on 1938 activities were published late, the survey showed. The typical report did not appear until three months after the end of the year--more than six weeks later than it should, according to the Association.

More than half the reports issued this year were standard size, about six by nine inches, while another 25 per cent of them were only slightly larger. The average length of the reports was 71 pages, although a majority were between 25 and 55 pages long.

The reports gave more attention to presenting material in terms of municipal functions, policies and problems, rather than of departments or routine activity, the Association said. Photographs, charts and graphs were more widely used in 1939 reports than they were five years ago. In financial sections, the "traditional lengthy itemization of receipts and disbursements was replaced by concise statements of income and expense."

Approximately 100 cities made reports to citizens this year, compared with 81 last year and 74 the year before.

Intergovernmental Cooperation Checks Insurance Tax Losses In Illinois

By a unique plan of intergovernmental cooperation, Illinois cities are collecting a much higher proportion of their tax on certain fire insurance premiums, the American Municipal Association reported today.

Under the plan, the Illinois Municipal League this year collected the tax for 644 cities. Before 1937, while still collecting the tax individually, the cities lost as much as 20 to 30 per cent of the taxes due them, the League said.

The tax is a 2 per cent charge on premiums paid to out-of-state fire insurance companies on property in Illinois municipalities. The amount of tax paid by the insurance companies may be deducted from the privilege tax paid for operating within the state.

The Association said the individual cities experienced trouble in collecting taxes due them because, even though they could collect in full from local insurance agents, they did not know the amount of business done by brokers and out-of-town agents. In addition, cities had no method of checking companies which did not pay the tax.

The League plan, through cooperation with the insurance companies, allows officials to check not only local agents, but all other selling groups doing business in a particular city. The League bills the companies for taxes owed, receives the checks and distributes them to cities participating in the plan. Seven per cent of collections was charged by the League last year to defray expenses.

Because they must pay the tax anyway---to the cities or to the state as a privilege tax---insurance companies cooperate willingly, the League reported. In addition, tax payments insure better fire protection, because the money is used to support local fire departments.

The Association pointed out that all the states except Connecticut tax out-of-state fire insurance companies for the privilege of doing business within the state. Connecticut has reciprocal agreements with other states, under which this privilege tax is eliminated. In most instances the state collects the tax.

* * *

Intangibles - Taxation

Intangibles Tax Changed In Four States And District Of Columbia

Laws designed to change taxes on intangibles were passed for four states and the District of Columbia in 1939, a survey by the National Association of Assessing Officers showed today.

Michigan, Maryland and Oklahoma revised their intangibles taxes, which apply to stocks and bonds, notes, accounts and mortgages, while Nevada voters, by legislative action, soon will decide on a constitutional proposal to prohibit property taxation of intangibles entirely. For Washington, D.C., Congress acted to abolish the intangibles tax, replacing it with an income tax.

Beginning January, 1941, intangibles in Michigan will be taxed six per cent of the income they bring, with a minimum of one-tenth of one per cent and a maximum of three-tenths of one per cent of their par or face value.

Maryland this year replaced its classified property tax with a classified personal net income tax. Income from intangibles is now taxed at a higher rate than other income.

Oklahoma revised its tax on intangibles to define more clearly the conditions under which they are taxable, and abolished "tax ferrets" by prohibiting the employment of any persons for the discovery of property allegedly omitted from the assessment roll by the regular assessing officer.

There are few states in which all intangibles have the same property tax status, according to the survey. A number of states grant tax preference to all these possessions, others restrict preference to certain types of intangibles, and about 10 states exempt them wholly.

The nine states which in general tax intangibles uniformly with other property are: Arkansas, Illinois, Maine, Missouri, Nevada, New Jersey, New Mexico, Texas and Wyoming.

Special property tax rates, lower than the general property tax rates, are levied on most intangibles in 15 states. Rates vary from one-tenth of one mill per dollar on bank deposits in Florida and Georgia, to eight mills on interest-bearing notes in Nebraska and Pennsylvania. Three other states have adopted a similar special property tax policy, except that the preferential rate varies with the tax rate on other property.

Nine states levy flat-rate annual taxes on income from intangibles. The tax ranges from $1\frac{1}{2}$ per cent on income from annuities in Massachusetts, to eight per cent on income from all intangibles in Oregon. Two states--Alabama and South Carolina--follow the policy of taxing intangibles by a tax which is collected once only, when transactions relating to stocks, bonds and other securities take place.

States with complete or virtually complete exemption of intangibles are Arizona, California, Delaware, Idaho, Mississippi, New York, North Dakota, Utah, Washington and Wisconsin.

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New Statute Protects Used Car Buyers In New York

New York authorities are enforcing a statute enacted this year for the dual purpose of protecting used car buyers and serving as a traffic safety device, the International Association of Chiefs of Police reported today. The law is believed to be a pioneer development in this field.

Used car dealers, under terms of the statute, must present a written statement with the bill of sale for a second-hand automobile certifying that its brakes, lights and signaling devices have been adjusted and are "in a condition of repair to render, under normal use, satisfactory and adequate service . . . at the time of delivery" to the purchaser.

If the dealer fails to provide this certificate, or presents it with knowledge that it is false or misleading, he may be prosecuted. Fines range up to \$100 for conviction of three or more offenses committed within a period of 18 months. The Association said that the magistrate's court, rather than the bureau of motor vehicles, has been given power to enforce the new act.

The certificate of mechanical safety points out that the used car dealer's responsibility ends with sale of the automobile, the Association said.

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Large Stop Signs Bring Drop In Violations In Michigan Experiment

Larger stop signs will result in a 50 to 75 per cent drop in stop sign violations if motorist reactions in an experiment conducted at Lansing, Mich., are typical, the American Public Works Association reported today.

Stop sign violations before three types of signs were observed in the investigation, which was made by the Michigan Highway Planning Survey at selected street corners. First, the cars running through the existing weather-beaten 24-inch signs which had no reflectors were tabulated. A second tally of violators was made when new 24-inch signs with reflectors were erected, and a third when new 36-inch reflectorized signs were installed. After thirty days the latter check-up was repeated.

From the total of 4,000 observations, equally divided between night and day, violations were shown to be about the same for the new 24-inch signs as for the old ones, amounting to eight per cent of the motorists during the day, and 17 per cent at night. When the 36-inch signs were installed, violations dropped 50 per cent during the day and 75 per cent at night. By the end of the 30-day period, the violations had dropped an additional 20 per cent in the daytime and two per cent at night.

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Release No. 1: For Mon., Oct. 2

Interstate Cooperation May Solve State Boundary Line Disputes

Disputes involving state boundary lines between Kentucky and Indiana, and Kansas and Missouri, soon may be settled through interstate cooperation, the Council of State Governments reported today. Shifts in the Ohio and Missouri river courses caused both disagreements.

The Kentucky-Indiana disagreement concerns law enforcement on a strip of Kentucky land, five miles long and a mile wide, left on the Indiana side of the Ohio river near Evansville because of a shift in the river's channel about 100 years ago.

Kentucky peace officers have been reluctant to patrol the tract of land separated from their mainland by the river, while Indiana authorities have been powerless to do so. Consequently, the area has become a haven for lawless elements.

As a result of a meeting in Louisville recently between representatives of the states, Kentucky officials are making a thorough study of their powers to deal with the situation, and already have taken steps to improve conditions. Another meeting may be held before the next legislative sessions to determine what, if any, legislation or reciprocal agreements may be required to obtain more efficient law enforcement in the border area.

In the Missouri-Kansas dispute, the Council has been asked to arrange a conference between officials of both states as a step toward solution of their problem. It arose when a shift in the Missouri river channel years ago left about 2,000 acres of Doniphan county, Kan. farm land on the Missouri side of the river.

Kansas officials claim the land because, they say, it was occupied and cultivated by Kansas farmers until the river's course changed. Since the shift, Missouri officials sold and deeded the land to Missouri claimants, according to Kansas authorities.

The Kansas attorney-general has been authorized by a legislative resolution to file suit in the U.S. supreme court to regain the strip of land, but not until efforts to settle the dispute by agreement with Missouri have failed.

The Council pointed out that, in the past, cooperative efforts by two or more states have settled nearly a score of boundary disputes. One of the first was between Virginia and Kentucky, settled in 1789. More recent boundary line settlements through cooperation were between Minnesota and Wisconsin in 1917, and Pennsylvania and Delaware in 1921.

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In the Missouri-Kansas dispute, the Council has been asked to arrange a conference between officials of both states as a step toward solution of their problem. It arose when a shift in the Missouri river channel years ago left about 50 acres of Doniphan county, Kan. farm land on the Missouri side of the river. Kansas officials claim the land because, they say, it was occupied and by Kansas farmers until the river's course changed. Hence the shift.

The Kansas attorney-general has been authorized by a legislative committee to make a study of the dispute. In the past, cooperative efforts by two or more efforts to settle the dispute by agreement with Missouri have failed.

Cities Face Fall In Bond Market Because Of War In Europe

Cities of the United States may find it harder to sell their bonds at low interest rates because of the outbreak of war in Europe, a report to the International City Managers' Association indicated today.

The report, by Sanders Shanks, New York bond authority, said that almost overnight cities or other political subdivisions which wanted to borrow money found they would have to pay $\frac{1}{2}$ of 1 per cent, in some cases $1\frac{1}{2}$ per cent, more, depending on the date of maturity of the bonds for sale and the credit rating of the borrower.

Expressed in terms of net interest rate, the index of the municipal bond market, taken from an average of credits for 20 cities, rose about three-fourths of 1 per cent during the first three weeks of the war, the report said.

Providence, R.I., for instance, offered a block of bonds for sale on September 7 and the best bid named a 3 per cent coupon rate. Less than two months earlier that city had sold 2 per cent bonds and a year ago its $1\frac{3}{4}$ per cent bonds sold readily at a premium.

The break in municipal bond prices has been more severe than in United States Government issues, according to the report, because of the fact that the Federal Reserve Bank has been supporting the government market by purchasing hundreds of millions of bonds.

It is generally agreed that the days when cities could borrow at 2 per cent interest are definitely ended for the time being, the report said. "As to whether the market can be stabilized at something like a 3 per cent yield rate on prime bonds, there is no unanimity of opinion among the experts.

"One school of thought believes that our credit reserves are so tremendous that the most intense business activity of a war boom nature will not further seriously disturb money rates. Others argue that the war means a steadily downward trend of all bond prices or, conversely, a rise in interest rates."

The United States government bond market is an indicator of what states, cities, and other public bodies will be able to do with new bond issues. Prices of the best grade state and city bonds of varying maturities bear a close relationship to the prices of these Treasury issues, the report said.

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Municipal Finance Methods Improved By Many Cities

Up-to-date methods of managing municipal finance have been installed this year by many American cities, a survey by the Municipal Finance Officers' Association of the United States and Canada showed today. Through these improvements, more efficient control may be exercised over financial policies.

Many cities report installation of general ledger control over all accounts, the study showed. Four cities--Nashville, Tenn., Fargo, N.D., Richmond, Va. and Tucson, Ariz.--recently installed complete, modern accounting plans.

Atlanta Ga. is one of a group reporting that they have set up for the first time a complete double-entry system of bookkeeping.

To keep better, more up-to-date records of properties they own, four cities recently completed inventories of their permanent properties, and recorded them in property ledgers. The cities are Denver, Colo., Portland, Ore., Topeka, Kan. and Bellingham, Wash.

Advances have been made, also, in the field of machine accounting, according to reports from such cities as Portland, Ore., Pasadena, Calif., Ames, Ia., Escanaba, Mich., Greenbelt, Md. and Pocatello, Idaho. Escanaba installed accounting machines for general and utility accounting and tax billing. A state-wide trend toward machine accounting of taxes and liens is reported for New Jersey, while in Utah a committee is studying modern tax accounting plans.

Memphis, Tenn. finance officers say their assessment procedures are being revised and addressing machines installed. Developments in this field were reported also by Jackson, Miss., Lexington, Ky. and High Point, N.C.

Pasadena, Calif. and Fort Collins, Colo. officials are emphasizing the development of modern cost accounting methods, involving a breakdown of expenditures to show costs of services per unit, such as the cost per block of cleaning city streets. Improved tax accounting methods are reported by more than a dozen cities in six states. Several cities have improved procedures for property assessments; others have set up individual tax record cards for each piece of property. Some cities, cooperating with the U.S. Bureau of the Census and the National Committee on Municipal Accounting, adopted the uniform classification of accounts recommended by the two groups.

Budgetary control has been tightened by many cities--including New Haven, Conn., Niagara Falls, N.Y., Hingham, Mass. and Wyandotte, Mich. A growing use of the pay-as-you-go and quarterly allotment plans is reported. Binghamton, N.Y. improved its centralized purchasing system.

In New York, provisions of the new state constitution, and new legislation affecting municipal finance will help in developing modern methods, the Association said. Newburgh, N.Y. enacted a statute under which new bonds sold in 1939 or thereafter must not exceed 75 per cent of the amount of retired bonds.

Machine Scoring of Civil Service Tests Success In Ohio Experiment

The use of machines to grade the papers of 32,000 candidates in an Ohio civil service examination, add up their final scores, and pick out those with the highest ratings, was reported a success by the Civil Service Assembly of the United States and Canada today.

The tests were given late in 1938, to set up eligible lists for more than 3,000 jobs in the state unemployment compensation division.

The Ohio Civil Service Commission decided upon using mechanical test-scoring equipment because it promised large economies in money and time as compared with scoring by hand, according to Reuben Horchow, civil service official reporting the experiment.

"Results fully justified these predictions of savings," the report said. "Valuable by-products were the increased accuracy of the results and more ready availability and permanence of all records."

The cost of the examination per candidate was about 45 cents.

To be scored by machine, an examination must be of the objective or short answer type, and answers must be recorded on a separate sheet with a special graphite pencil. The answer sheets are inserted in the machine and the graphite marks make an electrical contact which records the data.

In Ohio, the mechanical procedure was used in every step of the testing--from the scoring of written examinations and oral interviews of candidates to the computation of final ratings. Eligible lists were also mechanically made up through the use of punch card reports.

Previous experience with virtually complete mechanization of civil service tests on a large scale had been limited to the Pennsylvania public assistance program, which in 1937-38 graded 80,000 job applicants by this method.

Among other jurisdictions now using or considering the use of machine test-scoring methods are the United States Civil Service Commission, state commissions of California, New Jersey, New York and Michigan and local commissions of New York City and Los Angeles County.

The use of machine to grade the papers of 32,000 candidates in an Ohio civil service examination, and up their final scores, and pick out those with the best ratings, was reported a success by the Civil Service Assembly of the United States.

The tests were given late in 1926, to set up eligible lists for more than 1,000 jobs in the state unemployment compensation division.

Because it promised large economies in money and time as compared with the old method, according to Nathan Benbow, civil service official reporting the results.

"Results fully justified these predictions of savings," the report said. "The results were the increased accuracy of the results and more ready availability and permanence of all records."

The rest of the examination for candidates was about the same. To be scored by machine, an examination must be of the objective or choice type, and answers must be recorded on a separate sheet with a special provision. The answer sheets are inserted in the machine and the machine marks an oval contact which records the data.

In Ohio, the mechanical procedure was used in every case of the testing of candidates for civil service jobs. The results of written examinations and oral interviews of candidates for the position of civil servants. Eligible lists were also mechanically made up through the use of the machine.

Previous experience with virtually complete mechanization of civil service examinations had been limited to the Pennsylvania public assistance program, which in 1925 graded 60,000 job applicants by this method.

Results are the United States Civil Service Commission, state commissions of New York, New Jersey, New York and Michigan and local commissions of New York City.

States Continue Preferential Taxation Of Factories

Preferential taxation as an incentive to industry to locate within their boundaries is a continuing policy of the New England and Southern states, according to a survey released today by the National Association of Assessing Officers.

Aside from Wyoming and Oklahoma, the 23 states which grant tax immunity to industrial properties are in the eastern half of the United States, with the Southern states adding most frequently to the exemption list in late years.

The most prevalent type of industrial exemption law requires or permits temporary exemption of newly located or newly constructed plants, the survey showed. Such laws are found in the following 15 states: Alabama, Arkansas, Delaware, Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, Oklahoma, Rhode Island, South Carolina, Vermont, Virginia and Wyoming.

Although the details of these exemptions differ considerably from state to state, the immunity is generally up to the local or state government whose taxes are involved, and the period of tax freedom is usually limited to five or ten years. Most of these exemption laws are to induce established plants to migrate or to tip the scales in favor of a particular locality when a new plant is being set up, the Association said.

Alabama, for example, gives a 10-year tax immunity to all newly constructed buildings and equipment used in a wide variety of specified manufacturing processes. The exemption terminates when the plant is not operated for the purpose for which it was constructed or if it is idle for six months.

A variation is found in the 1939 enactment of Rhode Island. This law permits a municipal governing body to relieve an idle factory of taxation if the owner agrees not to raze the building or remove the machinery. The purpose is to prevent emigration rather than to induce immigration.

Three states--Kentucky, Ohio and Virginia--have adopted a permanent, general policy of encouraging industrial development by taxing at preferential rates the inventories, machinery and other personal property used in manufacture.

Five states--Delaware, New York, Pennsylvania, Maryland and Massachusetts--have provided for permanent exemption of all or the most important types of personal property of manufacturers. These exemptions may be from all property taxes--as in the first three states--or only from those of certain levels of government--as in the latter two.

Alabama Ninth State To Establish Department Of Public Safety

Following an increasing trend among the states, Alabama is remodelling its state highway patrol into a department of public safety under a 1939 legislative provision, the International Association of Chiefs of Police reported today.

Alabama is the ninth state to establish a state police agency with more than highway patrolling powers. The new department of public safety, set up October 1, will consist of a highway patrol, with powers of peace officers as authorized by the governor, and a drivers' license division.

Drivers' license fees will pay for salaries and equipment of the patrol force. The licenses will be issued immediately for a two-year period. The drivers' license division will have complete charge of the issuance, suspension and revocation of licenses. County probate judges, following receipt of a driving certificate from the applicant for license, are to forward the application to the state department of public safety.

Through probate judges, also, the state will grant 30-day driving permits to a learning driver, who must always be accompanied by a licensed driver.

* * *

England Experiments With Glass-Paneled Curbing

Glass curbs to mark the roadside are being tried out on 15 miles of roads in Essex and Leicestershire, England, according to information from the American Public Works Association today.

Panels of white vitrolite, a durable opaque glass with exceptional reflective qualities, are fitted into the side of the concrete curb. The reflection shows motorists the roadside boundaries and adds to the safety of night driving, it is reported.

Besides being easier to see than white-painted curbs, the glass plates do not require frequent repainting, the Association reported.

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JOINT REFERENCE

Payroll Levies Affect Tax Picture In 1938 OCT 6 1939

The change in the American tax picture since payroll taxes have been added to the revenue system is shown in an analysis of 1938 tax receipts of federal, state and local governments released by the Federation of Tax Administrators today.

Only the property tax and the income tax brought in more governmental revenue in 1938 than the payroll tax. The second year in which it was collected the payroll tax yielded \$1,500,000,000, or 10 per cent of the total American tax yield. In its first year, 1937, it amounted to about \$600,000,000, or five per cent.

The \$14,811,000,000 of American taxes raised during the fiscal year ending in 1938 came from 10 major types of taxes, according to the analysis.

Property taxes accounted for \$4,745,000,000 -- 32 per cent of the total -- in 1938. This was 4 per cent less than in 1937, and 9 per cent under 1932.

Income tax collections, in second place, totaled \$3,242,000,000, which was 22 per cent of the total tax yield.

The various general and special sales and occupational taxes together yielded a total of \$3,842,000,000, or 26 per cent of all taxes last year. This figure included general sales, liquor, tobacco, gasoline and other special sales taxes; federal stamp taxes and manufacturers' excises, gross receipts taxes and licenses.

The largest single revenue producer in this group was the gasoline tax, which brought in \$981,000,000 in 1938. Liquor tax revenue amounted to second highest, yielding \$838,000,000.

Of the \$14,811,000,000 total, the federal government in 1938 collected \$6,034,000,000; state governments \$3,857,000,000; and local governments, \$4,920,000,000.

Except for the federal customs duties on imports, the analysis showed, each of the 10 major taxes is levied by more than one level of government, and many of them are levied by all three levels.

Data used in the analysis came from the United States Treasury Department.

Number Of Governmental Units Decreases

More than 6,500 local governmental bodies with taxing powers were eliminated during the past five years, according to a recent census of taxing units in the United States by the Illinois Tax Commission, the Federation of Tax Administrators said today.

The commission's count shows that there are now 3,052 counties, 16,450 incorporated places, 118,667 school districts, 19,303 townships, and 3,624 other units of government in the country. In 1934 a count made by the United States Bureau of the Census showed a total of 167,699 units authorized to levy property taxes, against the current total of 161,144.

The ten states with the largest number of taxing units are Illinois, Kansas, Minnesota, Missouri, New York, Wisconsin, Michigan, Nebraska, Iowa and Texas, in that order. The range of these top ten is from 7,106 in Texas to 15,100 in Illinois.

* * *

Six Cities Install Garbage Grinding Plants

At least six cities in the country grind up their garbage and dispose of it along with sewage, the American Public Works Association reported today.

Goshen, N.Y., a city of 3,000, is the latest to install a garbage grinding plant, the first of its type in New York State. Sewage sludge and garbage will digest to produce a low-grade fertilizer.

Cities elsewhere in the country which have garbage grinding plants include Lansing, Mich., Indianapolis, Ind., and St. Louis, Mo. Baltimore, Md. and Kansas City, Mo. grind their garbage when their usual methods of disposal, which are incineration and hog-feeding, are overtaxed.

* * *

New Laws Reduce Number Of Overlapping Assessment Districts

Assessment

Overlapping assessment districts will be reduced in number in several states through 1939 legislation, a survey by the National Association of Assessing Officers showed today.

In Maryland, Pennsylvania, Texas and Alabama, laws were passed which effect this simplification in the local assessment of property taxes.

The typical overlapping assessment district is a city which assesses property within its limits despite the fact that the county--the primary district--assesses the same property. There were between 6,000 and 7,000 overlapping districts in the country when the Association's Committee on Assessment Organization and Personnel made a survey last year. Fourteen states were found to have a substantial number of duplicating districts.

This year Maryland abolished outright the authority of many towns and cities to assess their own taxes independently of the county assessment. The Pennsylvania legislature arranged for Pittsburgh, now the largest active overlapping assessment district in the country, to be assessed by county authorities beginning in 1942. In Texas, under a new 1939 law, no tax district other than the county need any longer assess property taxes if it wishes to contract with the county to do the job.

Alabama, by 1939 legislation, made a technical change in the tax collection procedure which is expected to encourage municipalities to use county tax assessment and collection machinery.

Overlapping assessment districts, not to be confused with overlapping tax districts, are generally considered expensive, annoying to taxpayers and often an obstacle to good assessment, but the majority of them have existed for many years, according to the Association.

One of the commonest reasons for their existence is that some localities are permitted to levy taxes and incur indebtedness only up to a specific percentage of their assessed valuations. If required to use the assessments of some other unit of government, they are frequently restricted more rigorously than when assessing for themselves.

Another common reason is the belief that the overlapping district can produce a more equitable assessment than the primary district.

The Committee on Assessment Organization and Personnel has suggested three possibilities for eliminating the double assessment districts: 1) to require overlapping tax districts to use a single assessment roll; 2) to make each overlapping district a primary district, for example, by letting the county assess property outside cities and use the city assessor's valuations to complete its rolls; or 3) to consolidate the governments of primary and overlapping districts when the areas are almost the same.

Detroit Reports Good Results From In-Service Training For Employees

Detroit municipal employees like to learn more about their jobs, and their ability grows when they study, according to a report to the International City Managers' Association on the city's experience with in-service training courses established in 1936.

During the past two years more than 1,200 public employees of the Detroit area have voluntarily attended classes offered at night by Wayne University in cooperation with the city, which secured federal and state funds for the work. Detroit was one of the first large cities to set up training programs for employees after Congress passed the George-Deen Act in 1936 to provide funds for this purpose. Elsewhere in the country similar arrangements are now under way on a broad scale.

From the first groups of students, the city has learned that supervisors and employees will actively support training courses which are directly related to their everyday tasks, and that employees would rather learn more about their jobs than gain a general background on government, the report said.

The training courses contribute to the employee's ability to perform his duties better, the report also said. Administrators and supervisors saw improvement in the work of employees who took courses, and noted increased employee-interest in the problems of their agencies.

Tests given at the beginning and later on in courses have made possible a better appraisal of the knowledge of employees in their fields, and their ability to improve with training, the report noted. This information is seen as an aid to planning future training programs.

The Detroit in-service training courses have included assessing, policing, personnel, public parks, public works, office work, welfare, urban transportation and general government. In most cases instructors are government officials, with practical experience in the fields they are teaching.

Instructors are paid a modest fee, part of which is reimbursed by the State Board of Control of Vocational Education from George-Deen Act and state funds. The balance is met by student fees, which range from one to three dollars per course.

There are no educational requirements for entrance to the courses, but enrollment is limited to public employees. Classes are usually held once a week, twelve to twenty weeks for a course. As yet no arrangements have been made for awarding certificates to those who complete courses, and no credit is given toward promotions or salary increases.

Utility Companies Permitted To Lower Rates For Public Housing - Equip

Two states--North Carolina and Pennsylvania--have ruled that utility companies may give low preferential rates on electric current to publicly owned and operated housing projects, the National Association of Housing Officials said today.

The special rate was justified by the North Carolina utilities commission on the grounds that it costs less to serve an entire neighborhood with one meter than to give the same service to the average residential neighborhood with individual lines and meters for each family. Other reasons given were that the credit risk involved in federally-supervised housing is smaller, that the company could probably avoid promotional expense, and that the government-aided homes equipped with permanent appliances assured a steady consumption of current by those who otherwise might not be able to buy it.

Most housing projects, according to the Association, receive some kind of reduction on utility rates, but usually they must conduct their own negotiations individually. In North Carolina, Pennsylvania, and a few other states, utility companies by state ruling must act on a statewide basis.

* * *

Cleveland Councilmen Head Traffic Safety Campaign

A new kind of traffic safety campaign has been inaugurated in Cleveland, O., the International City Managers' Association said today.

Cleveland ward councilmen, designated as leaders in a six-month competition to cut traffic fatalities, have the responsibility of organizing and carrying out a program of safety and educational activities.

Monthly awards will be given to wards making the best record in accident reduction and stimulating the community interest in safety.

* * *

Legislative Sessions Of 1939 Average 111 Days

The 44 state legislatures which met in regular session in 1939 sat for an average of 111 calendar days, a survey by the Council of State Governments showed today. This was approximately 10 days longer than the average sessions of either 1937 or 1935, when these legislatures last met.

Wisconsin, adjourning October 6, had the longest session -- 268 days -- although New Jersey, with 211 days on the record to date, is meeting again after two long recesses. Wisconsin's lengthy session gave rise to a proposal for limiting legislative meetings, but the proposal was rejected.

Other states which held long sessions this year were: Massachusetts, 220 days; Illinois 177; South Carolina, 172; Missouri, 171; Ohio and New Hampshire, 163; Texas, 162; Nebraska, 155; and Connecticut, 154. The 1939 Nebraska session, the second meeting of its unicameral legislature, topped the 1937 session by 15 days.

More than half the states set limits to their legislative sessions, according to the Council. These run from 40 calendar days in Wyoming to 150 in Connecticut. Most limits are 60 days. When a legislature reaches the constitutional limit of its session, it is usual to "stop the clock" until business is completed.

Limited sessions, designed originally to curtail legislation, do not always fulfill their purpose, according to the Council. Such restrictions may lead legislators to rush law-making in order to adjourn before the deadline, or to leave unfinished business to be dealt with in special sessions.

To date this year, special sessions have been called in Alabama, Arkansas, Colorado, New York and Rhode Island, three of which limit their sessions. In 1937 there were 18 special sessions in 14 states; and in 1935, there were 21 in 16 states.

Another device with the same purpose as the time limit is the "split session," permitted in California, Georgia and Texas. Under this plan, the legislature recesses for a stipulated period and returns to its deliberations. California has had split sessions since 1911. The Georgia law, providing for a recess during session, has never been put into practice, nor has the Texas law, providing for a three-part session.

With Alabama's action this year to change from quadrennial to biennial legislative sessions, all but four of the states will meet once every two years, in the odd years. New York, New Jersey, Rhode Island and South Carolina meet in annual session. Kentucky, Louisiana, Mississippi and Virginia meet biennially, in even years.

The 44 state legislatures which met in regular session in 1939 and for an average of 111 calendar days, a survey by the Council of State Governments showed. There was approximately 10 days longer than the average session of either 1937 or 1938. These sessions last met.

Wisconsin, adjourning October 6, had the longest session -- 104 days -- New Jersey, with 111 days on the record to date, is second among states. Wisconsin's lengthy session gave rise to a proposal for limiting

active members, but the proposal was rejected.

Other states which held long sessions this year were: Massachusetts, 100; Illinois 117; South Carolina, 120; Missouri, 121; Ohio and New Hampshire, 122; Iowa, 123; Kentucky, 125; and Connecticut, 126. The 1939 session was the longest of the unimpaired legislatures, topped the 1937 session by 15 days.

More than half the states set limits on their legislative sessions, according to Council. These run from 60 calendar days in Wyoming to 100 in Connecticut. When a legislature reaches the limit, it must adjourn. In a number of "stop the clock" units business is completed.

Unlimited sessions, designed originally to control legislation, have already limited their progress, according to the Council. Such sessions have been common to many legislatures in order to adjourn before the adjournment of the session and to be dealt with in special sessions.

To date this year, special sessions have been called in Alaska, Arkansas, New York and Rhode Island, three of which finish their sessions in 1939. There were 16 special sessions in 1938, and in 1937, there were 12. In 1936, there were 10 special sessions in 1936, and in 1935, there were 10.

However, dealing with the same subject as the time spent in the "split" sessions in California, Georgia and Texas. When the 1939 session begins, a 14-day adjourned period will continue to the adjournment. California has had such an adjourned period since 1911. The Georgia law, providing for a recess during a session, has been put into practice, not has the Texas law, providing for a three-day

When Alabama's session this year to change from quinquennial to biennial sessions, all but four of the states will meet every two years. New York, New Jersey, Rhode Island and South Carolina meet in odd years. Kentucky, Louisiana, Mississippi and Virginia meet biennially. In

State Fiscal Policies Make Big Change In Past 25 Years

Marked changes in state fiscal policies and practices during the past 25 years are shown in an analysis of state revenues, cost payments and debts released by the National Association of State Auditors, Comptrollers and Treasurers today.

Revenue sources have shifted, and activities and services greatly expanded, according to the report, which covers the period 1915-1937, the latest for which figures are available. State borrowings increased about five times.

While revenues from property taxes, business taxes and licenses were relatively on the wane during the 25-year period, the gasoline tax, the sales tax and grants-in-aid took their places. The property tax, for example, furnished only 7 per cent of all 1937 state revenues, as contrasted with 44 per cent in 1915.

The gasoline tax, not levied by any state in 1918, had become the most important single revenue source by 1937, accounting for about 15 per cent of the total revenue. Grants-in-aid, mostly from the federal government, grew to be the second largest source of revenue for the states by 1937, yielding 14 per cent, as against a fraction more than 1 per cent in 1915. Twenty-five per cent of the total federal grants in 1937 were given for public relief and assistance, whereas previously grants were mainly for highway building.

Sales taxes, practically unknown before 1929, were levied in some form in 22 states by 1937. They contributed 16 per cent of the total revenues that year. State income taxes gained more than a foothold in the period. In 1925, when 13 states levied this tax, the yield stood at \$27,000,000. By 1937, 31 states levied the tax, and the total yield was nearly ten times as great as in 1925.

Figures on cost payments showed that the 48 states spent in 1937 almost seven times as much as in 1915, and twice as much as in 1925. These figures include not only expenses for operation and maintenance of general departments, but payments for interest on bonds and physical improvements. The rate of increase is now diminishing, however. From 1925 to 1931 cost payments went up 55 per cent, while from 1931 to 1937 they increased only 37 per cent.

Highway building and welfare costs were largely responsible for the increase in cost payments. In 1915 only about 15 per cent went for highways, as compared with almost 30 per cent in 1937. Welfare costs rose from 3 per cent in 1915 to 18 per cent in 1937. The period was also characterized by an increase in state grants to local governments, which comprised almost one-third of all state cost payments in 1937.

Keeping pace with revenues and cost payments, the gross debts of states rose from \$532,712,000 in 1915 to \$3,275,677,000 in 1937. The expansion of many state activities contributed to the growth, but borrowing for highways was the largest factor, the analysis showed.

Information for the analysis was derived from new reports of the federal Bureau of Census.

Michigan Introduces New Method Of Managing Tax-Reverted Lands

Six hundred thousand parcels of land which revert to the state of Michigan on November 3 because of tax delinquency will be managed under a land board believed to be the first of its kind, the American Society of Planning Officials said today.

In many other states, including California, Arkansas, New Jersey and Oregon, tax-delinquent properties have been piling up during the past ten years. California, for example, is making a classification study of 2,500,000 acres soon to become state's property for taxes, to determine whether they should be privately owned or be developed by the state. Two million acres of tax-reverted land in Oregon are undergoing similar study. The Arkansas legislature early this year authorized its land commissioner to work with the state planning board on the classification and appraisal of 2,000,000 acres the state now owns.

The Michigan land consists of tax-delinquent properties which fell to the state at the May, 1938 tax sale. In addition to the 600,000 parcels to be managed by the new land board, which was created by the 1939 legislature, there are about 2,000,000 acres of cut-over timber land in the northern part of the state under management of the state conservation department.

Almost every kind of real estate--waste lands and abandoned farms, as well as improved properties--are in the lot. The land board, created for a period of four years, will try to return as many of these lands as possible to private ownership, so that they may be placed on the tax rolls.

During the next few months the land board will prepare lists of the properties, which will be offered at public sale on the second Tuesday of February each year, beginning in 1940. No bid will be accepted smaller than 25 per cent of the assessed value for the year preceding the vesting of title in the state. Money from the sales will go to each taxing unit in proportion to the outstanding taxes cancelled when the state gained title to the land.

Municipalities may bid, either individually or collectively, for lands they want for public purposes, and may ask that sale of any parcel be delayed for a year if they plan to purchase it later. Former owners have 30 days after the public sale to meet the highest bid and thus regain their land.

Although the state has no comprehensive planning program for use of the tax-reverted land, local officials are now attending training conferences to study such possibilities, the Society said. In some cases, one conference revealed, it would be more advantageous to retain the property in public ownership for use as municipal forests, recreational areas and future municipal building sites than to sell it back to private citizens.

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The new land board, which was created by the 1939 legislature, there are about 100,000 acres of tax-reverted land in the state. The board is to be in charge of the management of the state conservation department.

Almost every kind of real estate--waste lands and abandoned farms, as well as improved properties--are in the lot. The land board, created for a period of four years, will try to return as many of these lands as possible to private ownership, as they are now in the hands of the state.

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When the state gained title to the land, municipalities may bid, either individually or collectively, for lands they plan to purchase it later. Former owners have 30 days after the public sale to bid the highest bid and thus regain their land.

Although the state is now attending training conferences to study such properties, local officials are now attending training conferences to study such properties, the Society said. In some cases, one conference revealed, it would be to retain the property in public ownership for use as municipal forests, recreation areas, or for other public purposes.

Tobacco Tax States Seek Way To Combat Cigarette Tax Evasion

With five states adopting cigarette taxes for the first time this year, sending the estimated total of state revenues from tobacco levies to \$75,000,000 annually, the 26 tobacco tax states are redoubling their efforts to curb the illegal traffic in tax-free cigarettes, the Federation of Tax Administrators said today.

About one-fifth of the cigarette sales in the tobacco tax states are going tax-free by purchase through interstate shipment, according to recent estimates reported to the Federation. This causes a revenue leakage of approximately \$15,000,000 a year.

The interstate shipment of cigarettes to avoid the tax has developed as a systematic business, the Federation said. The general scheme is to set up a wholesale cigarette establishment, preferably but not necessarily in a state without a tobacco tax. Agents in the tax state take carton orders directly from consumers, at a price less than retail because the tobacco tax is unpaid. The cigarettes are shipped by parcel post either in bulk to the agent for distribution, or straight to the consumer, with a supply of re-order blanks.

The cigarette tax states really face two problems, the Federation pointed out. They may have neighbors lacking tobacco taxes entirely, and they may be next to states which have lower rates of tax than their own. At present, tax rates in most of the states are levied by the package, two to five cents each. Other states tax each cigarette so many mills, or the cigarette tobacco by the pound.

A three-point attack on the evasion problem was suggested to tax administrators at the recent meeting of the National Tobacco Tax Conference. The program was: (1) Adoption of uniform reporting by the states on the interstate shipment of cigarettes, and inauguration of periodic audits of cigarette dealers; (2) More intensive administration, emphasizing particularly the essentials of prompt and complete interstate reporting; (3) Appeal for federal legislation permitting post-office officials to give tax officials information on parcel post consignees.

Other methods of improving enforcement were suggested, such as securing the consent of cigarette manufacturers and distributors not to make direct parcel post shipments or drop shipments. This method has already been found effective in several states. The requirement that retailers buy cigarettes from resident wholesalers only was also considered.

The licensing of certain classes of cigarette merchants and the application of penalties may also be used to prevent the selling of cigarettes in other states in violation of their laws, and as an aid in securing uniform reports, the Conference was told. More than one-half the states taxing cigarettes now impose some kind of dealer tax.

U. S. Department Of Agriculture Shows Modern Personnel Program

An expanded type of personnel program that goes beyond the hiring and firing of employees is described in a report issued today on the Office of Personnel of the United States Department of Agriculture. The report, made for the Civil Service Assembly of the United States and Canada, describes the special features of the department's personnel program, which, it says, may offer practical suggestions for civil service agencies of large local and state governments.

The Office of Personnel of the Department of Agriculture, which deals with more than 67,000 full-time and 15,000 part-time employees, dates back to 1925. The office is headed by a director, who represents the department in its contacts with the United States Civil Service Commission. Each bureau has a personnel officer, who is responsible for administering the program within his unit. Employee supervisors in each bureau carry out the details of the personnel program.

In addition to the usual duties of placing employees and setting up promotion and salary policies, the personnel office conducts a large in-service training program, supervises a health and medical program, and performs welfare functions. It also administers a safety program, and recently set up a special employee relations unit.

A feature of the training program is the department's "after hours" college for employees in the capital, which has more than 3,000 students. Educational advisers recently were designated in every bureau to form a council for information and guidance to employees interested in furthering their training.

Health education, health surveys and the establishment of emergency rooms and first-aid equipment for the entire department are duties of the personnel office. Its welfare functions also include general oversight of welfare activities of employees, such as the athletics and recreation association and the credit union.

The primary object of the safety program is to eliminate accident, health and fire hazards by developing new safety devices for workers and machines, sponsoring first aid courses and conducting safety training courses.

The personnel relations unit, established in 1938, handles employee grievances according to a standard procedure. If employees find that their problems cannot be adjusted informally, they appeal to the chief of their bureau, who organizes a board of three representatives to investigate the case. If the employee is not satisfied with the decision based on this investigation, he may appeal to the director of personnel, who organizes a similar board. Appeals from the director are presented in writing to the Secretary of Agriculture.

This procedure, the report concludes, "has clarified the employees' rights and eliminated the unnecessary fear that reprisal or discrimination would follow in the wake of voicing with vigor any complaint. It has tended to improve the quality of supervision throughout the department by placing emphasis on the responsibility of the immediate supervisor to consider and act promptly on grievances."

Nebraska City Zones Beyond Municipal Limits

Municipal zoning of land outside the city limits was reported successful in Lincoln, Neb. by the American Society of Planning Officials today.

Seven years ago, the Nebraska legislature enacted a special law which gave the city of Lincoln the right to regulate the use of property three miles beyond its boundaries. The Lincoln city council subsequently passed an ordinance which placed the three-mile area in the residential district, subject to all provisions of the zoning ordinance. Farming is one of the uses permitted, however, and permits for filling stations or other business buildings found necessary are granted by the board of appeals.

A number of cities control the platting of subdivisions beyond their limits, the Society said, but Lincoln is unusual in having zoning control also.

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Municipal Gasoline Tax Dropped In Two Cities

Two types of municipal gasoline taxes were recently written off the ordinance books in Macon, Ga. and New Orleans, La., information from the Federation of Tax Administrators showed today.

Beginning October 1, the New Orleans gasoline tax became inoperative. It was repealed by a unanimous vote of the city commission last month. The tax was first put into effect in November, 1936. Proceeds of the tax during the three-year period were used to finance the city's share of federal works projects.

Macon's tax, a filling-station license levy based upon gasoline storage, was invalidated by the Georgia Supreme Court. The municipal tax was held to violate the state motor fuel tax law, which prohibits municipalities from imposing a tax measured or computed on gasoline gallonage.

* * *

Few Statewide Issues Up For Vote In November Elections

Citizens of only a few states will be called upon to decide initiated and referred propositions and constitutional amendments on November 7, a survey by the Council of State Governments showed today. Like all odd-numbered years, 1939 will see comparatively little direct state legislation. More than 350 cities are holding elections, however, either to choose councilmen or to act on local ordinances or charter amendments.

Old age pension proposals in California and Ohio and the legalization of pari-mutuel betting on horse races in New York are the outstanding issues of this year's state elections. Other states referring questions to the people are Mississippi and New Jersey. Virginia, Kentucky, and New Jersey elect legislators, and Kentucky chooses a governor. Earlier this year general or special elections were held in Georgia, New Mexico, and Maine.

Both the California and the Ohio pension amendments are intended to provide for far more aid to the needy aged than is now given by any state. The California "retirement plan" would grant \$30 a week for life to non-working citizens over 50. The pension would be financed mainly by the issuance of interest-free, tax-free warrants, to be redeemed by two-cent stamps affixed each week; plus a three per cent gross income tax, and a sales tax. The Ohio plan is embodied in a constitutional amendment which would give all non-working residents (except criminals) over 60 a pension of \$50 a month or \$80 for married couples. New land and income taxes are proposed to finance the pensions.

The sponsor of the Ohio plan, the Rev. Herbert S. Bigelow, is backing a second ballot measure which would reduce to 100,000 the number of signers required for a petition to place proposed constitutional amendments on the ballot, and to 50,000 the number of signers required to submit a proposed law to the voters. At present about 250,000 signatures are necessary for either.

California has four other measures on its ballot. These are an initiated proposal to extend the powers of the state chiropractic board; two referenda to regulate and license personal property brokers; and another referred measure to create an Oil Conservation Commission.

New York's proposed constitutional amendment legalizing pari-mutuel betting would give the state a share in revenue from the sport. It is similar to laws in force in Massachusetts, New Jersey and more than 15 other states.

The New Jersey referendum involves a \$21,000,000 bond issue for relief of unemployment. Mississippi's two proposals would amend the 1890 constitution to allow bequests to religious, educational and similar institutions.

The proportional representation system of voting will figure in several local elections. New York City will elect councilmen for the second time under this system. Yonkers, N.Y., which adopted the council-manager plan last year, chooses its first council by proportional representation. Onondaga County--Syracuse, N.Y.--will vote on adoption of the council manager system and proportional representation.

Personnel, Public - service

"Local Social Workers For Local Jobs" Discarded Slogan In Many States

A move toward liberalizing or dropping residence requirements for social workers is on foot among the states, so that it is now more often possible for welfare agencies to secure non-residents for these skilled jobs, the American Public Welfare Association reported today.

While approximately half the states still require by law or custom that social workers be state residents of one to four years' standing, at least a dozen states within the past year alone have made provision to give up the "local boys for local jobs" rule entirely, or in some degree.

Further liberalization, the Association said, will probably result from the 1939 amendments to the federal social security act. The amendments provide that after January 1, 1940, state public assistance plans, in order to receive federal aid, must contain provisions for personnel selection by the merit system.

The Association cited the 1939 enactments establishing merit systems for Alabama and Tennessee, which eliminated all state residence requirements for public jobs. Maryland has had this freedom according to law for several years with respect to state positions. Other states have recently opened state welfare jobs to non-residents when local candidates did not show sufficiently high qualifications.

During the past two years, laws also have been enacted which give welfare departments the privilege of lifting residence requirements in the case of technical or specialized positions. Among the states taking this step are Arkansas, California, Minnesota, New Hampshire and Rhode Island. In Louisiana, the state employment service and the unemployment compensation division are permitted to go outside the state for employees. Ohio may waive the residence requirement in the examination announcements.

In states which still have state residence requirements, on the other hand, city or county residence is also frequently demanded by the law. This requirement makes it difficult to get the best people even within a state for local positions, the Association pointed out. In states that do not have laws requiring residence for state welfare positions, local residence is required for appointment by some cities and counties.

Furthermore, the Association said, in some of the states without legal residence requirements, custom dictates that social work positions be given to local residents.

States' Share Of American Tax Dollar Grows

Taxation-Statistic

State governments, which increased their 1938 tax collections three per cent over 1936, continued a 25-year trend toward enlarging their portion of America's tax dollar, an analysis by the Federation of Tax Administrators showed today.

The states' portion of the total \$14,811,000,000 tax returns last year was \$3,857,000,000, or about 26 per cent, while federal taxes amounted to \$6,034,000,000 and local taxes to \$4,920,000,000.

Along with the states, the federal government has collected a gradually but steadily increasing part of the country's total taxes since 1912, the analysis showed. While local governments in 1912 collected about three-fifths of total taxes, today they collect one-third. In the same period, the proportion of state collections rose from 14.5 to 26 per cent, and the federal proportion rose from 28 to 41 per cent.

In the main, two factors have been responsible for the shift in the proportions of revenue collected by the three levels of government, according to the Federation. New activities undertaken by the state and federal governments during the period, such as the building of hard-surfaced highways, relief, and the social security program, increased their need for revenue.

The second factor was the distribution of funds to local governments from state and federal taxes. Money needed by local governments to meet demands for increased services has, in appreciable measure, been raised by federal and state collections redistributed to the localities as grants-in-aid or shared taxes.

For the entire 25-year period, amounts collected by the three levels of government, in terms of millions of dollars, and the percentages they represent, were as follows:

<u>Year</u>	<u>Federal</u>	<u>Per Cent</u>	<u>State</u>	<u>Per Cent</u>	<u>Local</u>	<u>Per Cent</u>
1938	\$6,034	40.7	\$3,857	26.1	\$4,920	33.2
1936	3,907	37.0	2,495	23.7	4,144	39.3
1934	2,986	33.8	1,996	22.6	3,859	43.6
1932	1,885	22.9	1,882	22.8	4,476	54.3
1930	3,627	34.8	2,080	20.0	4,718	45.2
1925	3,132	38.9	1,303	16.2	3,616	44.9
1912	633	27.6	333	14.5	1,329	57.9

Income tax - Govt emp

State, Municipal Employee Salaries To Be Reported Under New Tax Act

States and municipalities, technically becoming employers under terms of the new public salary tax act, may expect to report salaries of their employees for 1939 income tax collections, the Attorney-Generals Section of the Council of State Governments noted today.

The public salary tax act made all salaries paid in public employment after January 1, 1939, mutually taxable under state and federal income tax acts. Private employers in general are required to report the earnings of every employee whose salary totals more than \$1,000 a year, or \$2,500 if he is married.

Although the United States Bureau of Internal Revenue has not yet issued special orders for reporting the new taxpayers, it is the opinion of most officials that governmental employers, like other employers, will be subject to the reporting law. Some jurisdictions are therefore devising records to facilitate collection of the information, which is due by February 15, 1940.

* * *

Two Cities Adopt Police Identification Cards

Buffalo, N.Y. and Indianapolis, Ind. have joined the increasing list of jurisdictions supplying their police officers with identification cards to protect the public and other police departments against fraud and impersonation, the International Association of Chiefs of Police reported today.

In both cases, the identification information includes a photograph and fingerprints of the police officer, and the number of the shield he wears. The special identification was devised to prevent the fraudulent use of badges similar to those worn by police.

State police in Michigan, Ohio and California are supplied with the identification cards, and several eastern state police departments are considering their adoption.

* * *

Housing Census Techniques Developed By Years Of Experimentation

Experts in more than a dozen federal agencies have been working for years on the techniques to be used in the 1940 housing census, for which Congress recently authorized an appropriation of \$8,500,000, the National Association of Housing Officials noted today.

The census follows several inventories and surveys of real property, covering altogether more than eight million homes and apartments, which were conducted in sample cities during the past half-dozen years. These studies, especially the Real Property Inventory conducted by the Bureau of Foreign and Domestic Commerce as a work relief project in 1934, laid the groundwork for the proposal of a comprehensive census.

A committee of ten federal officials, who are drawing on private statistical agencies for help, is advising the director of the census on the type of information that should be collected, and how the work should be done. Among these advisers are statisticians who collect data for the use of mortgage lenders, the building industry, city planners, municipal officials, household equipment dealers, and public housing authorities -- all of whom will get information of fundamental importance from the housing census.

The sample surveys of the past six years brought out such information as the facts that 15 per cent of urban homes lacked private indoor flush toilets and that over half of the urban single-family homes occupied by their owners were mortgaged. Such data have been of great importance to commercial and financial institutions as well as to governmental agencies. The 1940 survey will show the degree of overcrowding, the prevailing rents, and the type and condition of housing facilities all over the country.

After the basic information is collected along with the usual census data, it will probably be kept up to date by post-office counts or similar surveys, the Association said.

Georgia City Parades Services For Citizens

A non-political, all-employee municipal parade is the way Columbus, Ga. chooses to tell citizens about local government services, reports the International City Managers' Association.

This year's parade, the first of its kind, included nearly 500 participants, from public works employees to nurses and doctors of the health department. Many of the employees were in uniform and marched with their equipment or carried posters telling how tax money is translated into services. Citizens who failed to see the original parade will see it in movies made for showing at local theaters and over the state.

The parade cost the city \$700, or about one cent per capita for the city of 43,000. It is planned to make the demonstration an annual event.

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San José, Calif. Enforces Strict Zoning

The city of San José, Calif. has completed ten years of zoning administration without making a single use change in zoning regulations, the American Society of Planning Officials reported today.

During the period the city planning commission had 129 requests for exceptions to the zoning regulations sought by petitioning citizens. A number of area adjustments were made, but the use map remained as it was when adopted.

Result of the strict enforcement, according to the city's planning engineer, is that "the poorer residential districts into which industries wished to encroach have many of their vacant lots now occupied with dwellings, and a feeling of stability has permeated every section of the city."

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A new building, all-employee municipal garage is the way Columbus, Ga.

Employees' Association.

This year's parade, the first of its kind, included nearly 200 participants.

Workers employed to measure and locate of the parade department. Many of

the employees were in uniform and marched with their equipment on several occasions.

Following how tax money is transferred into services. Citizens who failed to see the

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The parade cost the city \$100, or about the same amount for the city

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The city of San Jose, Calif. has reported on years of economic stagnation.

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Cities Pay High Premium For Fire Insurance On Public Property, Survey Shows

City governments have been paying nearly four times as much in fire insurance premiums on municipal properties, in proportion to the amount collected for fire losses, as property owners in general, a sampling survey by the American Municipal Association showed today.

In the nine states included in the survey, cities over a ten-year period paid out nearly eight times as much for fire insurance as they collected in insurance losses, while property owners in general paid a little more than twice as much.

Municipal properties make good insurance risks, according to the sample findings. The fire insurance companies paid the city governments 13 cents for their fire losses out of every dollar collected from them in premiums on municipal properties, while they paid property owners in general 47 cents for fire losses out of every dollar of premiums on all classes of property.

The states included in the study were Illinois, Michigan, Minnesota, New Mexico, New York, North Carolina, South Dakota, Texas, and Wisconsin. During the period examined, the cities surveyed in these states spent \$2,449,455.18 in premiums for the protection of public property. Their fires cost insurance companies \$362,020.25.

On municipal properties in the various states, property loss ratios--the proportion of loss settlements to premiums--ranged from 2.91 per cent in New Mexico to 22.65 per cent in Minnesota. On all properties, the loss ratios in the cities studied ranged from 34.73 per cent in Texas to 54.1 per cent in Michigan.

Since insurance companies generally accept a property loss ratio of up to 50 per cent, and since they are paying out proportionately much less for losses on municipal properties than on other properties, the report suggested that the cities deserve a preferred rating and some reduction in the rate of their premiums. It further suggests that insurance companies and rating bureaus should maintain a statistical classification of cost experience data for various classes of risks, in order to establish the rates on such classes. No such classification is now maintained.

North Carolina cities secured a 25 per cent rate reduction on fire insurance for city property a year ago, the report pointed out, after a study showing the low loss ratio had been presented to the insurance rating bureau. The rate reduction, it is estimated, saves the cities approximately \$10,000 each year. All insurance companies doing business in New Mexico also made a slight reduction on certain classes of public property effective in March, 1936.

Cities Look Toward Long-Term Planning For Financial Improvements

Finance officials of many cities seeking methods of financing needed improvements are looking toward long-term planning as the answer, according to reports today to the Municipal Finance Officers' Association of the United States and Canada.

Describing long-term planning as a means of coordinating the physical development of a community with its ability to pay for improvements made, the Association said that finance officers now are using earlier ventures in the field to guide them.

Kalamazoo, Mich., was probably the first city to use the method to finance local improvements. In 1921, a five-year program calling for expenditure of approximately \$1,500,000 was started.

St. Louis, in 1923, became the first city to submit a long-term program to its voters. The program, in which 21 projects were listed separately at a total value of \$88,372,000, was approved with one exception--the voters rejected a proposal to build a \$1,000,000 National Guard armory. Financed by bond issues, the plan is being carried out by the city administration and a citizens' bond committee.

San Diego, Calif., recently adopted a 10-year program calling for the expenditure of about \$35,000,000 in capital improvements. Drafted by the city plan commission, the budget plan lists capital improvement needs under 10 sections--streets, bridges, storm drains, water mains, sewers, electrical work, buildings, parks, and harbor and water developments--together with cost estimates. The budget contains also an appraisal of the city's ability to pay for the contemplated improvements.

Cincinnati and Hamilton county, Ohio, officials have for the last 11 years worked out a joint program of bond issues for city, school and county improvements. Representatives of the city and county, operating on the premise that each local government should provide improvements for the community, meet usually as a Joint Bond Progress committee and consider as a body the needs and projects of each. Each year, an extension of the program is planned.

Acting under New York City's new charter, the city plan commission has submitted a detailed capital-improvement budget program for the five-year period, 1940-1944. The program contemplates expenditures totaling \$455,000,000, including \$113,000,000 for water supply and distribution improvements.

Milwaukee, with a long-term debt retirement program under way, and Baltimore, whose voters this year amended the city charter to set up a city plan commission authorized to prepare a long-term program of civic development, are other cities taking steps in this field.

The Association said the merit of a long-term financial plan lies in the fact that it tends to provide a stabilized tax rate for important improvements embracing civic needs. To be effective, it must provide a plan for control of complete community development, some forecasting of local population, economic and social factors, and consideration as to the immediate and prospective financial status of the community.

Law Enforcement Officials Seek To Check Night Driving Hazards

Law enforcement officials throughout the nation---both urban and rural---are concentrating on the elimination of night driving hazards during the winter months, when the accident and death rates are accelerated by increased night driving, frequent bad weather and other factors.

The campaign against night accidents, urged by the International Association of Chiefs of Police today, is built around seven traffic safety "precautions" adopted by the International Police Congress.

The "precautions" were drawn up by the Association, which pointed out that fatal motor accidents occur more frequently in October, November and December than in other months of the year. They are:

1--Assign as many motorized traffic officers as possible for night duty.

2--After dark, enforce speed laws proportionate to reduced visibility.

3--Enforce the law not only in respect to the drunken, but to the drinking driver; adopt scientific methods of control--such as the breath test for drunkenness--and prosecute if the alcoholic content of the blood exceeds .15 per cent.

4--Curb the drunken pedestrian, a major accident hazard, and submit him to the same tests as the drunken driver.

5--Emphasize enforcement of light violations, particularly as to one headlight, operating with parking lights, or lack of rear warning lights.

6--Both rural and city police should enforce laws requiring drivers to use the "traffic" or "downbeam" lights when meeting oncoming cars.

7--Through enforcement and education, secure from pedestrians compliance with the following: Cross streets only at intersections and with traffic lights; walk on the left side of the highway to face oncoming traffic, and, when walking at night, wear or carry a white object that will reflect automobile lights.

Records of the three years---1936 through 1938---show an average of 3,700 deaths monthly for October, November and December, according to the Association. The average for the other nine months was 2,840 per month.

It was pointed out that during the four months, from October through January, there are about three and one-half hours less daylight than during the spring and summer months. The death rate for night driving during winter months is about three times the rate for daylight driving because most of the extra darkness comes when traffic is heaviest, the Association said.

* * *

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months, when the accident and death rates are accelerated by increased night driving

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The campaign against night accidents, urged by the Interstate Commerce Commission

and Chiefs of Police today, is built around seven traffic safety "points" and adopted

by the International Police Conference.

The "points" were drawn up by the Association, which advised and helped

motor accidents occur more frequently in October, November and December than in

months of the year. They are:

1--Assign as many motorized traffic officers as possible to night duty.

2--After dark, enforce speed laws proportionate to road conditions.

3--Enforce the law not only in regard to the driver, but also in regard to

passengers; such as the use of seat belts, and the use of proper lighting.

4--Treat the drunken pedestrian, a major accident hazard, and subject him to the same tests as the drunken driver.

5--Emphasize enforcement of light violations, particularly in rural areas, operating with parking lights, or lack of rear view mirrors.

6--Both rural and city police should enforce laws regulating drivers in the "drowsy" or "drowsy" lights when meeting oncoming cars.

With the following: (These arrests only at intersections and with traffic lights.

Records of the three years--1952 through 1954--show an average of 5,700 monthly for October, November and December, according to the Association. The for the other nine months was 3,540 per month.

It is pointed out that during the four months, from October through March, and one-half hours less daylight than during the winter months. The death rate for night driving during winter months is about 1.5 times that for daylight driving because most of the extra deaths occur when

Nebraska Unicameral Reduces Costs Again This Year

Legislated

Nebraska's unicameral legislature, which cut law-making costs in half at its first session in 1937, reduced expenses this year by an additional \$2,767, a report to the Council of State Governments by William Edward Johnson, president of the legislature, showed today.

Although the 1939 session was the longest in the history of the state--111 days--the expense of running it, including members' salaries, wages of officers and employees, postage, supplies, printing and incidentals, was only \$100,678, the report said.

Nebraska legislators are paid a straight salary, not by the day. Of the 523 bills they introduced this year, 138 passed and became laws, while 6 others were vetoed by the governor.

The length of the 1939 session was due to a combination of problems, "the like of which no previous Nebraska legislature, either uni- or bicameral, had to face," according to the report. Of special concern were the financing and administration of the old age assistance program, the reduction of the state budget, and the issues that arose between the federally financed hydro-electric power districts and the private power industry.

The most conspicuous act of the second unicameral legislature, the report said, was the budget bill which effected a reduction of \$4,417,000--about 8 per cent--in the biennial budget, in spite of an increase in the grants for assistance to the aged.

Two suggestions have been made for improvement of the Nebraska unicameral, according to the report. One calls for increasing the membership to about double its present size, maintaining the salary of each member at approximately the present level. The other proposes to elect the members on a partisan basis.

38 States Show 800 Assessment Equalization Agencies

There are approximately 800 assessment equalization agencies in the 38 states which have established such agencies to increase the uniformity of property assessments, a survey by the National Association of Assessing Officers showed today.

Twelve of the 38 states have both state and county agencies, 25 have only state agencies, and one--Pennsylvania--has only county agencies.

State equalization agencies serve three main purposes, the Association pointed out. By putting the assessments determined by local districts on a uniform basis, they enable state taxing authorities to apportion their property taxes equitably.

In the same way, they enable state authorities to distribute fairly any state funds--for example, grants in aid--that are shared in proportion to assessed valuations.

The third purpose of these agencies is to equalize state-assessed property with locally-assessed property when both are subject to taxation at local tax rates or at the average of all local rates throughout the state.

County equalization agencies are found only in states with several assessment districts to a county. Generally such agencies perform only one purpose, that of bringing local districts to the same assessment level before imposition of a county tax.

Not to be confused with equalization agencies are those agencies--frequently called boards of equalization but more properly known as boards of review--which adjust individual assessments rather than total assessed valuations of districts, the Association pointed out.

* * *

Central License Bureau Saves Time, Money For Rochester Citizens

Six months' operation of a central license bureau in Rochester, N.Y., has convinced both officials and citizens of the efficiency of such a unit, the International City Managers' Association reported today.

The consolidation of license offices, which had been in five city departments located in different buildings, makes it no longer necessary for the citizen to search for the right office, or to make several trips for several licenses. The new system also provides "one step" service for licenses that require inspection. Formerly the citizen had to make two calls at the office--one to apply for the license and another to get it. Now, he conditionally pays the required fee and the license is mailed to him after the inspection is made.

The city has saved money by reducing the number of employees engaged at licensing desks, since with a central office the work load in different periods of the year can be shared. All license clerks are now trained in all procedures of licensing, and service is rapid.

The new bureau, which is in the division of public relations of the department of commerce, handles approximately 80 kinds of licenses, ranging from golf, tennis, and picnic permits to plumbing permits and hairdressers' licenses. The only licenses not handled by the new bureau are those which state laws require the city clerk to issue, and those which the health bureau issues after a rigid inspection.

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St. Louis and Chicago Held Liable For Sidewalk Injuries

St. Louis and Chicago were held liable recently for injuries arising from accidents which occurred on their city streets, the American Public Works Association notes.

In a decision by the Missouri Supreme Court, St. Louis was held liable for the injury to a pedestrian struck by an automobile in the street, where he walked to avoid a muddy sidewalk. In another decision, by the St. Louis Court of Appeals, the city was held responsible for an injury to a pedestrian who fell on a sidewalk where one concrete slab was almost three inches higher than an adjacent slab and had remained so for several months.

An Illinois appellate court decision recently held Chicago liable for an injury to a pedestrian who fell into an open sewer manhole in a used but unimproved street.

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One-Seventh Of All Tax Revenues Transferred Between Levels Of Government

One out of every seven dollars of the fifteen billion dollar tax bill paid by Americans in 1938 was collected by one level of government and spent by another, a joint study by the American Municipal Association and the Federation of Tax Administrators revealed today.

Funds were transferred from one level of government to another mainly by grants-in-aid and shared taxes, the study pointed out. Grants-in-aid are appropriations of funds in aid of specific functions, made either by the federal government to the states or localities, or by the states to local governments. Shared taxes, on the other hand, are specified portions of state-collected revenues assigned to local governments, but not necessarily earmarked for any specific functions. The higher level of government usually retains greater control over the expenditure of grants than of shared taxes.

The study, an analysis of the allocation of tax collections among local, state and federal governments, showed that last year \$2,237,000,000 out of the total taxes of \$14,811,000,000 was transferred from one level of government to another by grants-in-aid or shared taxes. While the federal government collected 41 per cent of the nation's taxes, the states 26 per cent, and the local governments 33 per cent, the final allocation of revenues through grants-in-aid or shared revenues showed the actual division of the tax dollar to be approximately 35 per cent federal, 21 per cent state, and 44 per cent local.

The \$2,237,000,000 of revenues granted or shared in 1938 was distributed thus:

Federal grants to states -	\$633,000,000
Federal grants to localities -	172,000,000
State grants to localities -	973,000,000
State taxes shared with localities -	427,000,000
Local payments to states -	32,000,000

More than one out of every three dollars collected by the states was spent by the local subdivisions, the analysis showed. Thirty-two states shared gasoline taxes with their local governments, 24 shared motor vehicle taxes and 22 shared liquor taxes. Eleven of the 34 states with income levies shared this tax, 7 of the 47 states levying death taxes, 5 out of 23 levying sales taxes, and 2 out of 26 levying tobacco taxes.

Grants-in-aid, which furnished localities with two-thirds of their state-contributed revenue, were usually made from general funds into which proceeds from all seven taxes flowed. This type of apportionment has been on the increase since 1928, the study said, and has assumed a more important place in local budgets each year, almost trebling during the ten-year period.

Conflicts In Settlement Laws Hinder Administration Of Relief

Wide variations in state settlement laws continue to impose difficulties on both administrators and recipients of relief, the American Public Welfare Association said today. The residence requirement to gain settlement was raised in five states this year.

Settlement laws define eligibility for general relief. Dating back to early days of the country, they provide for the removal of "poor persons" to the state or locality in which they "belong." During recent years, when people were moving from one state to another in search of work, differences in these settlement laws frequently left transients as "men without a country," because it was possible to lose settlement in one state before gaining it in another.

A survey of current laws just completed for the Association by Harry M. Hirsch, of the New York State Department of Social Welfare, reveals that 1939 legislatures of Colorado, Illinois, Indiana, Kansas, and Minnesota tightened state requirements for settlement. Instead of one year, Colorado, Illinois and Indiana now make three years' residence necessary before relief will be given. Minnesota increased the time from one year to two. Kansas raised the requirement from one to five years.

This current trend toward increasing residence requirements is opposite that of a few years ago, when a number of states liberalized their laws, the Association pointed out.

Twenty-two states and the District of Columbia require one year's residence for settlement by law, the survey showed. Four other states enforce in practice a one-year requirement before giving relief. Settlement laws of the other states include requirements ranging from six months to five years, six states requiring the latter period.

In most of the states the period of time required for losing settlement is the same as for gaining settlement. New Jersey, however, which has a five-year rule for gaining settlement, declares it lost after absence of only one year. California has a three-year rule for gaining residence, and one year's absence loses it.

Some states are employing interstate agreements to facilitate the interstate transfer of relief recipients who have lost their residence because of conflicting state laws, the Association said.

New Surety Bonds Each Year Recommended to Cities

Cities should take out new surety bonds for public officials every year rather than merely renew existing bonds, in order to get maximum protection over a period of years, according to a study on the bonding of public employees issued today by the American Municipal Association.

Surety bonds, which are a form of insurance designed to protect an employer against dishonesty by his employees, may not give a city adequate protection against speculation that continues over a period of years if they are merely renewed, the report pointed out.

For example, if a city treasurer's bond is \$10,000, and he embezzles \$30,000 over a period of four or five years, the surety company may be liable for only \$10,000 if the same bond has been renewed year after year. If a new bond has been taken out every year, on the other hand, the city may be protected for the entire amount, since the \$10,000 protection will apply to the amount embezzled in each distinct year.

The study, which was based on a survey of sample cities in four states, Michigan, North Carolina, South Dakota, and Wisconsin, recommended that a sound bonding policy should include six features:

1. Official bonds should be backed by corporate sureties rather than by personal bonds, such as local property-owners often sign for city employees.
2. Official bonds should be furnished by the municipality and paid for out of public funds.
3. The city should bond only officials and employees who handle either money or valuable property which may easily be converted into cash, and officials with statutory duties such as the collection of taxes.
4. The term of official bonds should be limited to one year. New bonds should be issued each year, eliminating renewals.
5. Groups of officials should be bonded by name rather than by the positions they hold.
6. The bond should be adequate, but need not amount to more than the financial responsibility of the position.

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Fiscal Officers Report Improved Financial Conditions In Several States

Adoption of better state financial practices and procedures, and reorganization of finance agencies, were foremost factors responsible for improved fiscal conditions this year reported by a number of states to the National Association of State Auditors, Comptrollers and Treasurers in a nationwide survey covering 38 states.

In a majority of the states reporting, financial conditions are about the same now as they were at this time last year. About half the states reporting said no change had occurred, while the remaining states were divided--half indicating they had improved their financial status, and the other half that they were worse off.

Better business conditions, resulting in increased revenue collections during the year, and reduction in the cost of their government were other factors to which fiscal officers in the improved states attributed the change for the better.

The relapse in the financial health of some of the states was laid to increased costs of social security and relief, increased dependency of local governments on the state, and the decrease in revenues resulting from poor crops and bad business conditions.

Other elements contributing to the weakened financial conditions in individual states were: increase in prices for commodities and supplies used by the state; necessity to repair state institutions neglected during the depression; the performance of expanded services and the giving of larger aids without provision of adequate revenue; and the overestimating of revenues in the budget.

Among states which extensively reorganized their fiscal departments within the year were Alabama, Minnesota and Rhode Island, which made changes to coordinate and consolidate finance functions. New York reorganized its state department of taxation and finance from top to bottom as a result of a constitutional amendment which made the comptroller, heading the department of audit and control, responsible for the pre-audit of all state commitments and expenditures. Idaho created the office of comptroller in order to combine into one office all functions of an accounting nature.

Improvements in practices and procedures were made by Georgia and Oklahoma, which established central purchasing for state supplies; and by Michigan, which concluded a comprehensive survey of finance and accounting activities providing for the installation of a mechanically operated accounting system. Other states which made improvements in financial procedures during the year include Colorado, Indiana, Iowa, New Mexico, Utah and Vermont.

Lobbies, Governmental Agencies, Found Origin Of Most Laws In Ohio Study

Most state statutes are introduced by legislators at the suggestion of either private lobbies or governmental agencies, if the experience of Ohio, as described in a study released by the Council of State Governments today, is typical.

The study, conducted by Harvey Walker, professor of political science at Ohio State University, shows the sources of bills introduced in the 1939 session of the Ohio House of Representatives, and in the 1929 and 1939 sessions of the Senate.

Senate bills enacted in the 1939 session came originally from lobbies, governmental agencies, and the offices of legislators in about the same proportion as in 1929. In 1929, of the 73 senate bills which became law, 40 per cent originated in lobbies, 52 per cent in state and local governmental agencies, and 8 per cent in the senate itself. In 1939, of the 97 senate bills enacted, 39 per cent were of lobby origin, 45 per cent originated in governmental agencies, and 16 per cent in senator's offices.

Information on the origin of four-fifths of the 677 bills introduced in the 1939 session of the House showed that lobbies introduced about 35 per cent of the total number of bills proposed, and 37 per cent of the 121 bills enacted. House members personally originated 24 per cent of all bills introduced and 25 per cent of all bills enacted. State offices originated 13 per cent of bills introduced and 28 per cent of those enacted, while local governmental agencies introduced 8 per cent of the measures proposed and 7 per cent of those enacted.

Of the 89 bills introduced at the suggestion of state offices, 14 came from the office of the governor, and seven of these were enacted. Other bills sponsored by executive offices came from the conservation division, the department of education, the department of public welfare and the tax commission.

Lobby-sponsored measures were of many kinds. The interests responsible for them, according to the study, included "strong, well-entrenched business and professional organizations." They included the state federation of labor, the Ohio wineries, automobile dealers and salesmen, funeral directors and dozens of other organized groups.

"The wide range of interests represented" may be considered typical of the varied constituency of the modern legislature, Professor Walker said. "It also constitutes an index to the extent of organization among our people."

New York Standardizes Traffic-Line Markings For State Highways

A system of standardized traffic-line markings has been put into state-wide use on New York highways, according to information from the American Public Works Association.

Adopted after a year of experimentation to obtain an effective pavement-marking system, the markings were installed during the past summer months. The system is based on three types of line markings, which are:

1--A single broken line, used to show motorists the traffic lanes on straight-away stretches of highway where sight-distance is more or less unlimited. The driver is permitted to cross this line only when there is no approaching vehicle near his machine.

2--A single solid line, not to be crossed except under unusual circumstances and only when no approaching car is in sight. The solid line is used extensively at intersections.

3--A double line, which is either solid on both sides or solid on one side and broken on the other. If the solid line is on the driver's side, he may not cross the line. If the broken line is on the driver's side he is permitted to cross if there is no approaching machine near. Where sight-distances are short in both directions, double solid lines are used and machines coming from either direction may not cross the lines.

The New York marking system, it was pointed out, does not depend upon colored markings to direct motorists, but upon construction of the marking lines. Throughout the experimentation period, an educational campaign was carried on to instruct motorists in the significance of the various markings, and to prepare them for adoption of the system.

Experience has shown, New York state traffic officials said, that where pavements are divided into lanes by lines painted on the pavement and other special markings, traffic friction has lessened, the number of accidents has decreased and the movement of traffic has been expedited.

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New York, New Jersey Join 20 States Permitting Pari-Mutuel Betting

Amendments to the New York and New Jersey constitutions bring to 22 the number of states in which pari-mutuel betting on horse races is legal, information from the Council of State Governments showed today. The amendments were approved in elections held last week in New York, and last June in New Jersey.

Adoption of the amendments does not mean that such gambling becomes legal immediately, however. New York's legislature first must enact a law making the amendment effective, and both state legislatures must determine methods of regulating the pari-mutuel machines and the amount of the state tax. The tax usually is a percentage of the money wagered through the machines.

Under the pari-mutuel system, those who bet on horses which win, place or show in a race share in the total amount--or "pool"--bet on all horses in the race, less a specified percentage which goes to the track and to the state. All bets are registered on a machine called a "totalizator," which automatically calculates the amounts wagered and the odds on the various horses.

Sponsors of the New York and New Jersey amendments predicted the states would realize in taxes each year more than \$8,000,000 and \$1,500,000 respectively. Opponents said the figures were exaggerated. It was asserted, also, that the pari-mutuel system gives small betters fairer odds.

Figures for 10 states having pari-mutuel betting showed that in 1938, \$213,033,313 was wagered, with the states receiving \$7,975,311 as taxes. Figures for the states:

State	Total Wagered	State Tax	State Share	State	Total Wagered	State Tax	State Share
Ark.	\$3,522,546	4%	171,332	Mass.	\$27,122,162	3 $\frac{1}{2}$ %	\$1,294,549
Calif.	66,142,631	4	2,661,142	N.H.	10,907,357	3 $\frac{1}{2}$	381,757
Dela.	8,789,814	3	300,081	R.I.	24,362,571	3 $\frac{1}{2}$	852,690
Fla.	34,252,022	3	1,186,511	Wash.	3,508,395	5	183,512
Md.	29,222,534	1	868,225	W.Va.	5,203,281	1	74,532

Other states in which pari-mutuel betting has been legalized--although not taxed in most of them--include Illinois, Kentucky, Nebraska, Ohio, Michigan and Oregon. In four states which allow pari-mutuel betting--North Carolina, New Mexico, South Carolina and Nevada--there is little racing.

Besides taxing the use of pari-mutuel machines for horse, dog, and harness racing, most states allowing racing obtain revenue from admission taxes, licenses and occupational fees. In some states such as Illinois, where there is no pari-mutuel tax, the state obtains all racing taxes from these sources.

AMENDMENTS TO THE NEW YORK AND NEW JERSEY CONSTITUTIONS

Amendments to the New York and New Jersey constitutions were proposed to the
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elections held last week in New York, and last June in New Jersey.
Adoption of the amendments does not mean that pari-mutuel betting is legal in
New York's legislative branch. New York's legislative branch must approve the
amendment effective, and both state legislatures must approve the amendment of pari-mutuel
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Under the pari-mutuel system, those who bet on horses who win are placed on
in a race class in the total amount of "win" bets on that horse to the winner.
a specified percentage which goes to the track and to the state. All bets are
registered on a machine called a "totalizer," which automatically calculates the
wagered and the odds on the various horses.

Supporters of the New York and New Jersey amendments provided the states with
the in taxes each year more than \$1,000,000 and \$1,000,000 respectively. However,
the figures were exaggerated. It was reported, also, that the pari-mutuel machine
gives small bettors better odds.

Statistics for 10 states having pari-mutuel betting showed that in 1934,
\$1,000,000 was wagered, with the states receiving \$1,000,000 in taxes.

State	Tax	Revenue	Wagering	Percentage
Ill.	4%	\$1,000,000	\$1,000,000	4%
Cal.	4%	\$1,000,000	\$1,000,000	4%
N.J.	4%	\$1,000,000	\$1,000,000	4%
N.Y.	4%	\$1,000,000	\$1,000,000	4%
Del.	4%	\$1,000,000	\$1,000,000	4%
Wash.	4%	\$1,000,000	\$1,000,000	4%
Ind.	4%	\$1,000,000	\$1,000,000	4%
Pa.	4%	\$1,000,000	\$1,000,000	4%
Ohio	4%	\$1,000,000	\$1,000,000	4%
Miss.	4%	\$1,000,000	\$1,000,000	4%

Other states in which pari-mutuel betting is legal are California, Illinois, and
most of them include Illinois, Kentucky, Maryland, New Jersey, New York,
In four states which allow pari-mutuel betting, the state tax is 4 percent, New Jersey,
North Carolina and Nevada. There is little tax in
Besides taxing the tax of pari-mutuel betting on horse races, some states
most states allow pari-mutuel betting to obtain revenue from pari-mutuel betting, and
fees. In some states such as Illinois, where there is no pari-mutuel
betting, all racing taxes from these sources.

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Four Localities Reject "P.R." Voting as Six Others Conduct Elections Under System

Voters of four localities--all in New York state--rejected proportional representation as a method of voting this year, information from the American Municipal Association showed today. At the same time, six other cities conducted their first to twelfth elections under the system.

"P.R." as it is commonly called, is a method of voting designed to give each group of voters representation in proportion to the number of its own votes.

In the system of P.R. used in American cities, candidates' names usually appear on the ballot in alphabetical order. The voter puts a Number 1 before the name of the candidate he desires most to see elected. Before the name of his second choice he puts a Number 2. He can mark as many choices as he likes. His vote counts only once, however--for his favorite candidate if that candidate needs it, for his second choice if that candidate needs it, and so on down the list.

The four localities which voted down proportional representation in New York were Onondaga county (Syracuse), Schenectady, White Plains and New Rochelle. Onondaga county considered P.R. in connection with a proposal for county-manager government.

Meanwhile Yonkers, N.Y., used P.R. to select its first council under the council-manager plan effective January 1, 1940. The city elected at large, and there were no party or other designations on the ballot. For each 10,000 votes cast a councilman was chosen.

New York City this year chose its second council by proportional representation. Here one councilman is selected for every 75,000 ballots cast, with an additional councilman for a remainder of 50,000. Other cities conducting council elections by P.R. include Wheeling, W.Va., which held elections in May; Toledo, O., which on November 7 used it for the third time; Cincinnati, O., which used it for the eighth time; Hamilton, O., and Boulder, Colo.

Boulder, which has had proportional representation for 22 years, was the second city in this country to adopt this voting system. Ashtabula, O., the first American city to adopt P.R., has abandoned it.

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Insurance, Municipal | *Mun. vel*
Insuring City Motor Equipment Under One Policy Cuts Premium Costs

Cities can make material savings in premium costs for public liability and theft insurance on their motor equipment by insuring all units under one "fleet" policy, an analysis of a survey by the American Municipal Association showed today. The survey covered sample cities in Michigan, North Carolina, South Dakota and Wisconsin.

Under the fleet, or group insurance plan, six or more vehicles of any type owned and operated by a city may be insured under one policy. Premium cost reductions increase in proportion to the number of machines insured. The usual average premium reductions, according to the study, run as follows:

For six cars--the minimum--the average reduction per car is 1.7 per cent; for seven cars, 2.9 per cent; 10 cars, 5 per cent; 15 cars, 6.7 per cent; 20 cars, 7.5 per cent; 30 cars, 10 per cent; 50 cars, 12 per cent; 150 cars, 19 per cent.

Forty-four cities surveyed in Michigan, North Carolina and Wisconsin insure all their vehicles under a fleet policy, according to the survey, while the larger cities in South Dakota are adopting the plan. Three of the cities surveyed use fleet insurance on all automobiles and trucks except those operated by the water and light department. Another city insures only motor equipment used by the water and light departments under a fleet policy, using separate policies on all other vehicles. This results in higher premium rates both for the fleet policy and the policies on segregated items of equipment, according to the analysis.

Fifty of the cities surveyed insure each vehicle separately, and 27 of them carry insurance on more than five pieces and might reduce total premium costs by using the fleet plan, the study said.

A study of liability cost records of sample cities in Michigan, North Carolina and Wisconsin over a 10-year period shows that loss payments average between 7 and 8 per cent of money paid out in premiums, the survey showed. For example, the Michigan cities surveyed paid more than \$100,000 in premiums, and suffered about \$6,600 in losses over the 10-year period.

Cities carrying theft insurance often insure all motor equipment used, including police cars, fire trucks, ambulances, street sweepers and sprinklers, and snow plows. Several of the cities probably carry theft insurance because the cost is almost negligible by comparison with other forms of insurance, according to the study. However, the use of the fleet policy for theft insurance also can effect material savings. It was pointed out that over a 10-year period no losses were experienced by any of the cities surveyed on motor equipment insured against theft.

Michigan Counties Adopt Rural Zoning

With the adoption of county zoning ordinances by Marquette and Delta counties in its Upper Peninsula, Michigan joins Wisconsin and California in regulating the use of rural land, the American Society of Planning Officials reported today.

The purpose of rural zoning is to provide for the best use of the land. By regulating the new settlement of those who wish to make a living from agriculture, for example, counties can prevent the location of farms on unproductive land which may be better fitted for other purposes. The counties thereby also eliminate the expense of supplying governmental services to widely scattered residents.

Marquette county, Mich., 1,738 square miles in area, is the largest county in the state. The northern part of it is rocky and hilly, generally unsuited to farming. The central section is a sandy plain of doubtful fertility. In the southeastern section are approximately 330,000 acres of fertile sandy loam and clay loam which can be farmed profitably.

The new rural zoning ordinance has divided the county for three types of land use: forestry, recreation, and unrestricted (where farming can be done). People now on the land may continue whatever use they are making of it, but no new use contrary to the ordinance will be permitted. The ordinance is administered jointly by the state and county planning commissions.

County zoning, of which rural zoning is a part, is approximately 15 years old, according to the Society. The first state to adopt an enabling act to permit regulation of land use in rural areas was Wisconsin, where Oneida County first passed a county zoning law in 1933.

Twenty-four Wisconsin counties, including 5,000,000 acres of land, have been zoned. Rural zoning in California is mainly rural-urban, with both city and county joining in regulating land use for commercial, residential, agricultural and other purposes.

Among other states with county zoning enabling acts, thus far put to only limited use, are Georgia, Indiana, Maryland, Pennsylvania, Virginia and Washington.

With the adoption of county zoning ordinances by Marinette and Delta counties in 1935, Michigan joined Wisconsin and California in regulating the use of rural land, the American Society of Planning Officials reported today.

The purpose of rural zoning is to provide for the best use of the land. By regulating the new settlement of those who wish to make a living from agriculture, for example, counties can prevent the location of farms on unproductive land which may be better fitted for other purposes. The counties thereby also eliminate the expense of supplying governmental services to widely scattered residents.

Marinette County, Mich., 1,726 square miles in area, is the largest county in the state. The county is divided into three sections. The central section is a sandy plain of general fertility. In the southeastern section are approximately 50,000 acres of fertile sandy loam and clay loam which can be farmed profitably.

Land use: forestry, recreation, and unrestricted (where farming can be done). People now on the land may continue whatever use they are making of it, but no new use contrary to the ordinance will be permitted. The ordinance is administered jointly by the state and county planning commissions.

County zoning, of which rural zoning is a part, is approximately 15 years old, according to the Society. The first state to adopt an ordinance not to permit regulation of land use in rural areas was Wisconsin, where Oshkosh County first passed a county zoning law in 1933.

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Cleveland Puts Unskilled Workers Under Civil Service

Unskilled as well as skilled laborers are now being certified for the classified civil service in Cleveland, O., according to a report from the International City Managers' Association.

Cleveland's electorate a year ago adopted a charter amendment requiring the recruitment of these municipal workers by civil service procedures. The advocates of the change said that it would stabilize employment, raise employee morale, and eliminate patronage appointments. The city is one of the few in the country which have formalized procedures for hiring unskilled workers.

The eligible list is being built up from those persons who have been employed by the city for 12 months in the previous two years, in the order of their application. Of the 3,400 employees meeting these requirements, about 3,000 responded to the notices to appear for their qualifying examinations, which consisted of a medical test and a brief oral interview about their jobs.

For further additions to the list, only enough candidates will be examined and certified to provide twice as many eligibles as there are vacancies to be filled. Thus, the list will not become overloaded. There is a 50-cent fee for new examinees, and those who pass will be listed in the order of their original registration.

Cincinnati, O., Milwaukee, Wis., and Duluth, Minn., are three of the large cities which hire their city laborers by civil service examination. New York City recently put skilled labor jobs in the competitive class. Such jobs as bridgeman, riveter, auto mechanic and mason fall within the group.

Civil service tests for laborers are mainly checks on minimum requirements like citizenship, residence, literacy and physical condition, but for some jobs mechanical ability tests are also given.

Personnel Files - Exp

Michigan Tests Applicants For Unclassified Positions On State Payroll

In an effort to recruit the best qualified persons for field auditors in the state tax service, the Michigan State Board of Tax Administration recently chose candidates through written examinations, despite the fact that the positions did not fall within the state's classified civil service.

When the board received an appropriation for the employment of 20 new auditors, it interviewed 457 applicants, and from this group chose 100 who possessed the proper qualifications to take the written examination. Ninety-seven candidates took the test.

Reporting to the Federation of Tax Administrators, Walter F. Reddy, managing director of the Michigan state board, said that, on the basis of the examination ratings, the board "is confident that it has secured well-qualified men for the positions."

* * *

New York Civil Service Commission Plans Organized Recruitment

The organization of a Bureau of Recruitment and Information, to familiarize a larger number of well-qualified persons with opportunities in municipal employment, has been announced by the New York City Civil Service Commission, the Civil Service Assembly of the United States and Canada reported today.

The new bureau will keep a card index record of sources where candidates for highly specialized positions in the local public service may be sought. From this index qualified applicants will be invited to take the various examinations.

The information division will systematize hitherto unorganized efforts to answer questions that are asked over the telephone and by visitors at the estimated rate of 27,000 a month.

* * *

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Public Welfare - Minnesota

All State Social Security Programs Move Toward Merit Systems In 1940

The 1939 "merit system" amendment to the Federal Social Security Act offers states a good opportunity to improve their public welfare administration, the American Public Welfare Association noted today.

The amendment gives the Social Security Board authority to require that state welfare agencies, as a condition of receiving funds under the act, establish and maintain personnel standards on a merit basis for public assistance and other social security employees. Previous to passage of the amendment, the board could do little more than suggest this.

By January 1, each state agency receiving funds under the Federal Social Security act must submit a personnel administration program measuring up to standards set by the board. In determining the selection and compensation of states' welfare employees, and their job-tenure, however, the federal agency has no authority.

Minimum standards for personnel merit systems announced by the Social Security Board will be checked with existing state civil service and state merit systems. In states lacking general merit system provisions, the minimum standards will be applied to all state social security jobs.

Sixteen states and the Territory of Hawaii now apply state civil service laws to public welfare staffs, according to the Association. The states are: Alabama, California, Colorado, Connecticut, Illinois, Maine, Maryland, Massachusetts, Michigan, Minnesota, New Jersey, New York, Ohio, Rhode Island, Tennessee and Wisconsin. In addition, several states without civil service laws--such as Indiana, Arizona, and Montana--have joint agencies or departmental merit systems in use for welfare personnel.

The new regulations under the amendment prescribe in the main that:

1. Merit systems must be applicable to all personnel, both state and local, engaged in the administration of programs under various titles of the Social Security Act.

(MORE)

2. States lacking adequate state civil service systems must establish merit systems to be administered by impartial bodies known as "merit system councils," whose members will be appointed by the administrative agencies or by the governor with the agencies' recommendations.

3. State merit-system regulations must bar employees from participating in political activities, and must not disqualify persons from taking examinations or holding office because of political or religious opinions.

4. State agencies will be required to establish and maintain classification and compensation plans for all positions, based upon the investigation and analysis of the duties of each position.

The merit-plan standards were formulated out of the experience of state agencies already operating under merit systems, the Association said.

Employees of any agency who gained appointment under a merit system measuring up to the new standards will not be required to take new examinations. People on the job in non-merit system states who are doing satisfactory work may be given qualifying examinations to gain appointment under the new rules.

Some states, the Association pointed out, will have to move more slowly than others toward realization of the new standards. At a recent meeting of representatives from public welfare agencies in various parts of the country, it was pointed out that in certain states constitutional and statutory limitations may prohibit a particular type of organizational structure until new laws are enacted. State budgets, it was added, may also prove a limiting element for a time.

In connection with the state changes to meet provisions of the amendment, the American Public Welfare Association at its Fourth Annual Round Table Conference in Washington, D.C., in December will schedule a review and discussion of problems involved in developing sound state merit systems for social security programs.

Cooperative Purchasing Plans In 17 States Help Cities Save Money

Cooperative purchasing systems, under which cities may obtain more favorable prices for governmental supplies through increased bargaining power and quantity buying, have been set up by legislatures or municipal leagues of at least 17 states, information from the Municipal Finance Officers' Association of the United States and Canada showed today.

Alabama, through legislative action this year, is the latest state in which cities may use the state's purchasing machinery in an effort to save money. With certain restrictions, the cities may make purchases under state contract stipulations.

Other cooperative municipal-state purchasing plans have been authorized by Michigan and New Hampshire, in 1919; Virginia, in 1924; Wisconsin, in 1929; West Virginia, in 1935; and Pennsylvania, in 1937. New Hampshire is the only state which assumes responsibility for purchasing debts of the local governmental units.

Virginia's state-local cooperative plan has had the greatest use, according to reports. The state purchasing department makes the contracts with the seller, but does not assume financial responsibility. The manufacturer must collect from the city.

Under the Wisconsin system, the state purchasing agent when drawing up contracts for state purchases includes provisions that the municipalities and counties may purchase at the same price. It was reported that counties make more use of the plan than do cities, and that savings amount to about 10 per cent on tires and tubes, 50 cents a gallon on paint, and 10 cents each on highway patrol flags.

Michigan offers the best example of cooperative purchasing by cities through their state league. The Michigan Municipal League started the plan in 1930, when it bought fire hose for six cities. The league made purchases totaling \$26,000 in 1937, buying fire hose, street name signs, paint, street and road grader blades, brooms and incandescent lamps.

Nebraska's municipal league also started cooperative purchasing in 1930. Wisconsin's league was second, starting in 1933. Leagues of three states--Virginia, Oregon and South Dakota--began the practice in 1936, while the Kentucky, Colorado and North Carolina leagues started in 1937. Missouri and Arkansas started in 1938.

It was pointed out that in states having both cooperative and centralized purchasing plans--like Michigan, Wisconsin and Virginia--the preference lies with the city, and that a municipality may, if it likes, use both plans.

Fire protection - Equipment & Apparatus

Birmingham, Mich., Firemen Build \$15,000 Truck During Spare Time

Spare-time work by members of the Birmingham, Mich., fire department has paid dividends to the city's taxpayers in the form of a streamlined, all-steel truck constructed at a saving of more than \$10,000.

The firemen designed and built the body of the fire truck in three months' time, according to information to the American Municipal Association. When the job was finished, the city of 10,000 population owned a \$15,000 piece of equipment that actually cost \$2,668 for the chassis and \$1,400 for materials and parts.

For a number of years the city had needed a modern machine to replace its 21-year-old combination service truck. Desired was a truck which contained locker space for coats, boots and helmets for volunteer firemen, and to which could be attached a 50-foot ladder purchased to protect Birmingham's tallest apartment buildings.

When the fire department drew up its specifications, it was decided to incorporate not only these two features, but to provide for a 50-foot mechanized steel ladder which could be raised automatically. Other specifications called for a wheel base of 251 inches, dual ignition and ability to carry a five-ton load.

The new truck contains all features desired by the fire department, the Association said. Ladder equipment totals 190 feet in length, including the automatic aerial ladder. Ten lockers range along each side of the truck. Six hundred feet of hose are carried in the rear of the lockers on vertical hose-reels of 200-foot capacity each. The vertical type reel permits the hose to be pulled in any direction without crossing or tangling with other lines. A fourth reel carries an air line to the fresh-air masks worn by firemen in smoke-filled buildings.

The 200-gallon per minute pump carried by the truck for service in outlying districts may be used to serve the 250-gallon booster tank. The truck is equipped with a two horsepower, 110-volt generator which provides floodlighting at night fires, and power to raise the mechanized steel aerial ladder. Portable power saws may be used from the generator to replace hand axes.

The firemen utilized their spare time while on duty at the fire station to build the truck, which weighs nine tons and has an over-all length of 32 feet. City officials say its performances have been on a par with those of factory-made fire engines.

Fourteen Public Personnel Agencies Train "Apprentices"

Laboratory or "apprentice" training of candidates for careers in government personnel work is under way in at least 14 merit system agencies in the country, a report to the Civil Service Assembly of the United States and Canada indicated today.

The report describes the progress of a nation-wide survey of apprentice training opportunities for those who wish to supplement their university courses in public personnel work before seeking positions in the field. Prepared by the Assembly's Committee on Training of Public Personnel Workers, the survey will now undergo analysis, followed by recommendations.

Six of the 14 agencies which have apprentice programs preparing for public personnel work are on the Pacific Coast. They include the state of California, the cities of Glendale and Los Angeles, Calif., Los Angeles County and its School District, and Portland, Ore. The other agencies are: the Farm Credit Administration, and the United States Civil Service Commission, in Washington, D.C.; the Tennessee Valley Authority; the states of Indiana, Michigan and Wisconsin; Cincinnati, O., and New York City.

Few of these personnel training programs are formalized, according to the report. Several are conducted in connection with universities, with a definite plan of cooperation between the governmental agency and the institution. Others have an incidental connection with some educational institution. A third type of training course is conducted entirely within the governmental agency, completely independent of any educational institution.

Through each of the various training programs, several of which have been in force for five years or more, two to a dozen likely candidates for public personnel careers are given special training each year. The apprentices are selected under a variety of systems. Glendale, Calif., for example, makes its selection entirely on the basis of the personnel director's interview. Portland, Ore., relies on the recommendations of university officials.

In most cases, the apprentices do not have uniform work assignments. Michigan assigns them to any type of regular staff activity, as do Los Angeles County, the United States Civil Service Commission, and the city of Cincinnati. Most of the agencies rotate the apprentices in work assignments during the year.

Although no attempt has been made to compare subsequent employment records of public personnel graduates who have had apprentice training with those who have not, a survey made recently of a group of University of California graduates indicates that the additional practical training is valuable. After their first six months of regular employment, 103 public personnel administration graduates of this university were earning an average of \$110 a month. At the end of two years, their monthly earnings had increased to an average of \$154; at the end of four years, \$210; six years, \$240; and eight years, \$322.

Those who had taken both the academic and apprentice training showed a definite advantage in both the rate and extent of advancement, and in the diversity and importance of present employment.

Assessments

Twenty-one States Can Request Local Property Reassessments, Survey Shows

Twenty-one of the 48 state tax departments have specific authority either to require a general reassessment of property by local assessors or to make it themselves, a survey by the National Association of Assessing Officers showed today.

Reassessment powers are intended to be used only in the event the local assessment roll is so erroneous that it cannot be remedied through the ordinary review and equalization processes. They are seldom resorted to except on request of local authorities or on demand of a substantial body of local taxpayers, the Association said.

This is in keeping with the trend toward more cooperation and less compulsion, which, according to the Association, is evident among progressive state agencies.

The tax departments of 17 states can either order a general reassessment made by the local authorities or do it themselves, the survey showed. These states include: Alabama, Arkansas, Colorado, Kansas, Maine, Michigan, Minnesota, Nebraska, New Hampshire, New Jersey, New Mexico, North Carolina, North Dakota, Oregon, South Carolina, Wisconsin and West Virginia. In Wisconsin, owners of at least five per cent of the taxable property must first petition for the reassessment.

The four state tax departments which are permitted to order local assessors to make a general reassessment are Idaho, Illinois, Ohio and South Dakota.

Tax departments of 12 states have no specific authority to require a general reassessment, but do have the right to change the assessment of individual parcels of land and items of personal property.

Statutes of 15 states contain no specific provisions by which their state tax departments may alter individual assessments or revise the whole assessment roll. Included within this group, however, is New York, whose tax commission may apply to a justice of a lower court for an order directing the local assessors to make a reassessment.

Gasoline Tax

States Tax New Motor Fuels

Several states, including Illinois, Kansas, New Jersey, New Mexico and Oklahoma, have adopted a uniform law taxing the liquefied gases butane and propane, when they are used to operate motor vehicles on the highways, the Federation of Tax Administrators reported today.

The new taxes in these states run from three to five cents a gallon, following the same rates as the state tax on gasoline.

Since most sales of liquefied gases are for such non-highway uses as heating and cooking, the committee of the North American Gasoline Tax Conference which drew up the model law recommended that the tax be levied on highway use only. States should exempt sales for other purposes without requiring exemption certificates or levying the tax and then refunding, the recommendation read.

In this way, it was pointed out, administrative costs would be kept at a minimum, and non-highway users would not be burdened. The states are expected to find little difficulty with evasion, because of the few suppliers of liquefied gases, the bulkiness of the storage cylinders, and the \$200 to \$400 expense necessary to convert motor vehicles for the efficient use of liquefied gases as fuel.

Along with legislation concerning the taxing of liquefied gases, the North American Gasoline Tax Conference committee has recommended that the states pass laws to insure special safety regulations for the transportation and use of these inflammable fuels.

* * *

Refuse disposal

"Dustless" Ash Dump To Protect Health, Property Values In New York City

A "dustless" ash dump designed to protect health and property values through elimination of dust clouds, noise and odor soon will be under construction in New York City, according to information from the American Public Works Association.

Under plans for the new dump, ashes will be transferred from trucks to barges inside a closed structure built on the end of a pier over the East river. There will be room in the structure for nine trucks to unload at the same time. The space beneath the structure will accommodate two well-type barges.

Not only will the dump be enclosed, but downward streams of air and a water screen will prevent the accumulation of ash clouds within the structure itself, according to the report.

"Under our plan, dust, noise and smells will be largely eliminated," officials in charge of the program said. "We will protect the needs of the city and, at the same time, obviate damage to property values in the neighborhood."

The dump will cost approximately \$480,000. It will be built with the aid of Public Works Administration funds advanced for East River Drive improvements.

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Tobacco Tax Revenues Mount For States In 1939

State tobacco taxes yielded \$57,555,000 in the 23 states which had this levy in effect during the 1938-39 fiscal year, the Federation of Tax Administrators reported today.

The total yield was \$1,654,000 higher than in 1938, when it amounted to \$55,901,000; and \$927,000 higher than the 1937 figure of \$56,628,000. The 1939 figures included revenues from two states--New York and Rhode Island--collecting tobacco taxes for the first time. Although in these two states the tobacco tax was in effect only 20 and 30 days respectively, together their revenues were almost equal to the total increase in state tobacco tax collections over 1938, and they were even greater than the increase over 1937.

Annual yields from tobacco levies in all 26 states which now have this levy--three new states adopted it in 1939--are expected to top \$90,000,000 in the 1939-40 fiscal year. The estimate is based on information obtained from the National Tobacco Tax Conference, one of the Federation's constituent organizations. It is anticipated that about two-thirds of the \$90,000,000 will be collected by the states of Massachusetts, New York, Ohio, Pennsylvania, Texas and Wisconsin.

Per capita income from tobacco taxes for the fiscal year 1938-39 ranged from a low of \$0.50 in Kentucky, to a high of \$2.00 in Louisiana. State by state, figures were as follows:

Louisiana.....	\$2.00	South Dakota.....	\$0.90
Arizona.....	1.50	Tennessee.....	.88
Connecticut.....	1.48	Georgia.....	.81
South Carolina.....	1.28	Oklahoma.....	.80
Mississippi.....	1.19	North Dakota.....	.71
Texas.....	1.16	Iowa.....	.70
Pennsylvania.....	1.10	Arkansas.....	.70
Alabama.....	1.09	Washington.....	.66
Ohio.....	1.05	Utah.....	.63
Vermont.....	.91	Kansas.....	.60
Kentucky.....		\$0.50	

Various factors account for the difference in per capita income of the state tobacco taxes, the Federation said. In the first place, rates of the taxes vary--on cigarettes, from two to five cents per package. Moreover, 12 of the 26 states tax only cigarettes, while others gain revenue from cigars, smoking tobacco and snuff. The variations in tobacco consumption habits, and a certain amount of tax evasion in some states, are other factors that affect the tax income.

The New York State tax produced \$954,000 in the final 20 days of the fiscal year 1939. An annual yield between \$17,500,000 and \$22,500,000 is anticipated. In Rhode Island, one month's collections in the 1939 fiscal year totaled \$173,000. The annual yield, it is estimated, will be \$1,500,000.

Massachusetts, New Hampshire and Wisconsin were the three states enacting tobacco tax laws which became effective after their 1939 fiscal years had been completed. These states anticipate annual collections of \$8,000,000, \$1,000,000, and \$6,000,000, respectively.

Revenue Month For States in 1937

The total yield was \$1,657,000 higher than in 1936, when it amounted to \$1,500,000; and \$927,000 higher than the 1935 figure of \$673,000. The 1937 yield included revenues from two states--New York and Rhode Island--which tobacco taxes for the first time. Although in those two states the tobacco tax was in effect since 1935, it was not collected until 1937, and they were even greater than the increases over 1936.

Annual yield from tobacco taxes in all of states which now have this tax is based on information obtained from the 1937 and 1938 fiscal years. The estimate is based on information obtained from the 1937 and 1938 fiscal years. One of the states' contribution to the total is estimated to be about two-thirds of the \$30,000,000 will be collected by the states and territories, New York, Ohio, Pennsylvania, Texas and Wisconsin.

Per capita income from tobacco taxes for the fiscal year 1937-38 ranged from a low of \$0.10 in Kentucky, to a high of \$2.00 in Louisiana. State by state, figures were as follows:

Louisiana.....	\$2.00
Connecticut.....	1.85
Ohio.....	1.60
Utah.....	1.50

Various factors account for the differences in per capita income of the states tobacco taxes, the tobacco yield. In the first place, rates of the taxes vary--from two to five cents per package. Moreover, 10 of the 30 states tax cigarettes, while others tax revenue from cigars, and some tobacco and snuff. The variations in tobacco consumption habits, and a certain amount of tax evasion in some states, and other factors have affected the per capita income.

The New York State tax produced \$1,500,000 in the fiscal 30 days of the fiscal year 1937. An annual yield between \$1,500,000 and \$2,000,000 is anticipated. In Rhode Island, one month's collection in the 1937 fiscal year totaled \$17,000. The annual yield is estimated to be \$1,500,000. New Hampshire and Wisconsin were the three states which became effective after their 1937 fiscal years had begun.

New England Farmers Salvage \$7,000,000 In Hurricane-Blown Timber

Farmers and timbermen of six New England states, in cooperation with state and federal conservation agencies, have salvaged and sold \$7,000,000 in timber blown down by last year's hurricane, information from the American Society of Planning Officials showed today.

In addition, fire hazard reduction programs, started when salvaging operations began about a year ago, now are half completed.

The lumber salvaging operations in the states--Maine, New Hampshire, Vermont, Massachusetts, Connecticut and Rhode Island--resulted from the cooperation of farmers and timbermen with the Northeastern Timber Salvage Corporation of the United States Department of Agriculture.

With four-fifths of the salvaging program completed, owners of fallen timber have sold through the Salvage Corporation more than 610,000,000 board feet of lumber. In addition to the \$7,000,000 paid the owners, extra payments may be made because of price rises caused by war needs.

The Society said that Great Britain is negotiating for the purchase of 100,000,000 feet of the hurricane-felled timber at a price reported between \$2,000,000 and \$3,000,000. The Northeastern Timber Salvage Corporation already has entered into 12,172 contracts for timber purchase.

Actual salvage operations are carried on by timber owners and the forestry service. The service has salvaged more than 600,000,000 board feet of lumber, and private interests about 400,000,000 board feet. Of the 2,500,000,000 board feet blown down, 1,250,000,000 board feet were found to be salvageable.

On a state-by-state basis, New Hampshire leads in the amount of timber salvaged--368,853,000 board feet, which sold for \$4,221,820. Massachusetts was next, with 121,917,000 board feet, sold for \$1,403,531. Maine salvaged 46,660,000 board feet, selling it for \$546,203; Vermont salvaged 45,416,000 board feet, selling it for \$558,712; Connecticut, 17,230,000 board feet salvaged, sold for \$206,773; Rhode Island, salvaged 9,526,000 board feet, selling it for \$105,777.

A definite policy has been established to keep the huge timber supply from depressing the market, the report said. Logs in water storage are being sold to domestic industries and sawed logs to foreign markets "with a view to maintaining stabilized employment for the maximum period." A 20-per cent gradual price rise in recent weeks is reported due to the war, a rainy season in the South, and a lumber shortage on the market.

Meanwhile, approximately \$2,500,000 has been spent by the federal government in the fire hazard reduction program progressing hand-in-hand with the salvaging operations. The forest service has spent \$300,000 on fire-fighting equipment. Roadways and fire lanes, totaling 7,484 miles, have been cleared, as well as 115,981 acres of brush-littered land. At the present rate, there will be two more years of work needed before the fire hazard situation is reduced to normal.

Accident Reporting Increases 100 Per Cent Through Use Of Match Books

Accident and traffic violation reports to the Wausau, Wis., police department have increased more than 100 per cent through use of a unique plan based on match books and citizen cooperation, the International Association of Chiefs of Police reported today.

The match books, supplied by the police and given out by business establishments, contain the police department telephone number and such slogans as "Help Keep Wausau Safe--Report All Accidents Immediately," and "Cooperate With The School Boy Patrol--It Protects Your Boy And Girl."

Because of the constant reminder, Wausau citizens helped increase the number of accident reports from 178 in 1937 to 337 for the first 10 months of 1939, the report said. After the plan went into effect in April, 1938, the figure for that year jumped to 283.

The increase in accident reports does not mean there was an increase in accidents, however, according to Wausau police. It means that a more thorough coverage resulted than could be obtained without citizen cooperation.

The Wausau police department has no radio patrol cars and is not able to obtain unaided the accident reports desired, the report said. The data is used in carrying on Wausau's traffic safety campaign.

In addition to reports on accidents, the police department said it obtained information from citizens on drunken and reckless drivers, traffic violations, and on suspicious persons and automobiles.

* * *

San Angelo Reduces Pavement Costs With Own Asphalt Plant

An asphalt processing plant that cost San Angelo, Tex., \$1,525 has saved more than four times that amount in the cost of pavement material during the past five years, the International City Managers' Association reported today.

The city previously paid two cents a gallon for asphalt street covering purchased from commercial concerns. The new plant heats, distributes and applies the asphalt for about three-quarters of a cent a gallon. It has processed about 500,000 gallons of the street coating since its installation.

* * *

St. Paul Introduces New Type Of Check On Over-Parking

A new plan for checking on overtime parkers in congested districts is being successfully used in St. Paul, Minn., it was reported to the American Municipal Association today. The plan is a departure from the usual method of having a police officer chalk-mark tires of parked cars, then return at the expiration of the time-limit for parking and issue tags to cars that have over-parked.

Patrolmen in plain clothes are used in the St. Paul system--four men for the twenty-five square blocks in the congested area. This area is divided, for the purpose of checking, into fifty "beats," each beat taking in both sides of one lineal block. The car checkers carry mimeographed report forms in a loose-leaf booklet. Each form is a diagram of the beat, showing available parking spaces, "no parking" zones, alley entrances, etc. Parking spaces on both sides of the street are numbered from one to the maximum number of cars that can be accommodated.

The plain-clothes man covers a beat in one hour and twenty minutes, and changes beats at the end of that time. He does not take license numbers of parked cars at the beginning of the checking period but merely remains in the block and records parking movements, making charges of over-parking where warranted. In an eight-hour period, one man checks six beats, allowing twenty minutes for issuance of over-parking tags and for the move from one beat to another.

Beats are not policed in regular sequence. Each day each patrolman draws from a box the numbers of the beats he will police that day, each beat being numbered. The officer checks the beats in the order in which they are drawn.

Since August 15, 1939, when the plan was put into effect, all-day parkers have been practically eliminated, and parking space is available in almost every block in the congested district, according to the report.

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Patrolmen in plain clothes are used in the St. Paul system--four men for twenty-five square blocks in the congested area. This area is divided, for the purpose of checking, into "beats," each beat being in both sides of one linear block. The car checker early photographed report forms in a loose-leaf book.

There is a diagram of the beat, showing available parking spaces, "no parking" zones, alley entrances, etc. Parking spaces on both sides of the street are numbered one to the maximum number of cars that can be accommodated.

The plain-clothes man covers a beat in one hour and twenty minutes, and checks beats at the end of that time. He does not take license numbers of parked cars at the beginning of the checking period but merely notes in the book and orders parking movements, making changes of over-parking where warranted. In an eight-hour period, one man checks six beats, allowing twenty minutes for issuance of parking tags and for the move from one beat to another.

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Cities Need Burglary Insurance Only Under Unusual Circumstances, Study Shows

Except under unusual circumstances, it "seems difficult to justify" the necessity for carrying robbery and burglary insurance on municipal money and securities, a report prepared for the American Municipal Association said today.

The report was based on a study of insurance programs of 447 sample cities in five states--Michigan, New York, North Carolina, South Dakota and Wisconsin. It showed that 94 of the cities carried robbery and burglary insurance.

During a 10-year period, the 94 cities paid more than \$70,000 in premiums to insurance companies, according to the survey. Over this same 10-year period, nothing was paid in losses to the insured cities.

The fact that the cities experienced no losses probably was due to the safeguarding of money and securities in city buildings and in transit to banks by municipal police forces, according to the study. It pointed out that many cities follow the practice of detailing police officers to accompany a messenger to the banks, and guard the cashier's window during peak collection periods.

"With the usual protection facilities available to the municipal officials responsible for the care of the city's money, and with the type of experience record shown above, it seems difficult to justify the necessity for carrying robbery and burglary insurance on money and securities except in very unusual circumstances," the report concluded.

On a state-by-state basis, robbery and burglary insurance was carried by 19 of the 25 Michigan cities studied, 23 of the 46 New York cities, 28 of the 54 North Carolina municipalities, 15 of the 22 Wisconsin cities, and 9 of 300 South Dakota municipalities included in the study.

The types of insurance carried by the municipalities ranged from office holdup and robbery to safe and messenger robbery insurance. For example, of the 23 New York cities surveyed, 20 carried both office holdup and robbery, and safe burglary policies, while only six cities insured against messenger holdup and robbery.

It was pointed out that a number of variable factors determine the premium rate. The chief factors considered are the rates for the various areas and the amount of the insurance policy. Protective devices or systems, police guards, night watchmen and the number of regular municipal officials on duty during the day or night are considered. The type of vaults and inside chests are also considered in deciding rates.

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for carrying robbery and burglary insurance, a relatively heavy and

as, a report prepared for the American Insurance Association today.

The report was based on a study of insurance companies in the United States

five states--Michigan, New York, North Carolina, South Carolina and Wisconsin. It

found that 94 of the 100 companies carried no burglary insurance.

During a 10-year period, the 100 companies carried only 1,000 burglaries

to insurance companies, according to the report. From 1930 to 1939, the

number was paid in losses to the insured cities.

The fact that the 100 companies carried no burglary insurance was due to the

large of money and securities in cash and jewelry and to the fact that the

police forces, according to the report. It pointed out that many cities

the practice of detaining police officers to a court a warrant for the

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above, it seems difficult to justify the necessity for carrying burglary and
the amount of money and securities in cash and jewelry and to the fact that the

Michigan cities studied, 57 of the 66 New York cities, 27 of the 34 North

olina municipalities, 19 of the 22 Wisconsin cities and 2 of the 10 South Dakota

cities studied in the study.

The types of insurance carried by the municipalities ranged from office

and liability to auto and burglary insurance. For example, of the 17

cities surveyed, 20 carried both office burglary and liability, and only four

while only six cities insured against burglary and robbery.

It was pointed out that a number of variables factors determine the

California Makes Driving Tests Of Chronic Traffic Violators

Driving tests applying psychological principles promise to reduce hazards created by chronic traffic violators in a California experiment now under way, reports the International Association of Chiefs of Police.

The tests, developed jointly by a University of California psychologist and the California Department of Motor Vehicles, have been given periodically to the worst traffic offenders over the past two years. Results obtained on 97 cases showed a drop of 65 per cent in major violations and 40.6 per cent in minor violations during the period.

A "control group" of chronic violators, not given driving tests, continued during the period to show an increase in violations. These drivers showed 577 convictions as compared with 164 convictions for the tested group.

* * *

State Civil Service Agency Offers Training To Local Officials

In an effort to improve merit systems of the local governments, the New York State Department of Civil Service this month established one-day "training schools" to instruct municipal civil service officials in the technical aspects of personnel administration, the Civil Service Assembly of the United States and Canada reported today.

The training sessions, to be held at various times of the year on a "circuit rider" plan, are a cooperative project of the state civil service department, the New York State Conference of Mayors, the New York State Department of Education, and the Bureau of Public Service Training.

In addition to the training sessions, the state civil service agency is issuing a news bulletin for the purpose of keeping the local commissions in touch with personnel developments in all parts of the state. New York is one of the few states which provide for aid to local governments on civil service matters.

* * *

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JOINT REFERENCE

Self-Insurance Used By Cities To Lower Fire Insurance Costs

A plan of self-insurance is used by several large and small cities, including Philadelphia, Providence, R.I., and Ann Arbor, Mich., in an effort to lower the cost of fire insurance on municipal buildings, a survey by the American Municipal Association showed today. Under such a plan, the city sets up its own insurance fund to pay future fire losses.

When cities are able to carry their own insurance, they can expect to make a saving of 30 to 50 per cent of the usual premium charged, according to the survey. This is the amount usually spent by insurance companies for operating expenses. Additional savings may result from the low loss ratio on municipal property, and from interest earnings on the insurance fund.

The self-insurance plans followed by Philadelphia, Providence and Ann Arbor have been successful, according to the survey. Philadelphia's was started in 1901, when the city created by ordinance a fund to which was turned over \$112,000 from the cancellation of insurance carried with private companies, and \$13,000 from unspent insurance appropriations. Additional appropriations up to 1916 brought the figure to approximately \$550,000. By the end of 1923, the fund had earned \$240,000 from income on investments. In the 14 years from 1923 to 1936, investment income totalled \$317,670, while charges against the fund, consisting principally of fire losses, totalled \$315,080. The balance of the fund amounted to \$507,305.

Under the Providence plan, established in 1912, a reserve fund of \$50,000 was amassed through annual appropriations of \$5,000. When the last appropriation was made in 1922, \$56,447 was in the fund. Through investment, the fund grew steadily until, at the end of November, 1939, it reached \$76,807. Additional appropriations will be made only in the event losses reduce the fund to less than \$50,000. Providence officials say there have been no fire loss payments from the self-insurance fund since 1932.

When Ann Arbor set up its self-insurance plan in 1931, the city council provided by ordinance for the gradual retirement of all insurance policies and the establishment of a general insurance fund by annual appropriations of \$5,000, the approximate amount paid annually by the city in premiums for all types of insurance. The fund now has grown to \$25,000. Total losses paid out as of May 1, 1937, amounted to \$4,707, an average annual loss of \$784. Loss figures include \$2,316 on a \$5,600 claim made under the workmen's compensation law for death of a policeman. The fund provides coverage for fire, windstorm and other property damage insurance, workmen's compensation, theft and burglary, and public liability insurance.

Because the self-insurance fund should be at least as great as the insurable value of a city's most expensive building, the plan is better suited to the needs of larger cities, the Association said. A large city might own \$40,000,000 of property and not have a single risk greater than \$1,000,000. The fund in this case would have to amount to a minimum of only one-fortieth of the total value of all municipal buildings. On the other hand, a smaller city could own \$1,000,000 of buildings and have a single risk valued at \$500,000. To provide coverage for the largest risk, the city would need an insurance fund of \$500,000, half the total value of all city property. The establishment of such a fund might be a serious drain on the city's resources.

Police-Communication-K

Radio Cooperation On U.S. Border Helps In Capture Of Criminals

The capture of criminals wanted for offenses ranging from auto theft to murder has resulted from radio cooperation between state and local law enforcement agencies and the U.S. Immigration Border Patrol, the International Association of Chiefs of Police reported today. This cooperation has been extended by the border patrol's new radio networks spanning northern and southern boundaries of the country.

Nineteen of the 24 radio stations planned when the system was started in 1935 have been completed.

Although the primary purpose of the network is to afford communication between immigration patrol stations and patrol cars, close contact is maintained with officers of state and local police departments located in border areas. In many cases, radio equipment installed in state and local police patrol cars is tuned to border patrol frequencies, and border patrol transmitting facilities are used to relay directions and information. The same facilities have enabled law enforcement officers to be of assistance to the border patrol.

The Immigration Border Patrol network, besides enabling sub-district headquarters and other key stations to communicate with patrol cars, provides communication facilities between districts, between sub-districts, and from headquarters to immigration inspection and border patrol stations within the district.

Approximately 200 border patrol cars are equipped with receiving sets, and 24 cars provided with two-way voice equipment. It was pointed out that when recruits undergo their three months' training at the patrol training school at El Paso, Tex., they must take courses in radio communication.

Immigration patrol officials say that "radio has proved of remarkable value to the border patrol in its work of enforcing immigration laws." Patrol units may operate throughout wider areas and, frequently, at considerable distance from the border.

The Association pointed out, in connection with the border patrol radio network, that state and municipal police departments in more than 22 states are linked together in a police-radio hookup. In this system, 24 key stations form the links in the cross-country hookup. The radio network operates in collaboration with a teletypewriter system which operates in eight or more states along the eastern seaboard and in California.

Cities Learn Extent Of Handbill Ordinances

A number of cities may find it advisable to rewrite or reinterpret their ordinances on handbills in light of the recent decisions on the subject by the United States Supreme Court, the American Municipal Association said today.

The four cases, covered in a single opinion, invalidated anti-handbill ordinances in Los Angeles, Milwaukee, Worcester, Mass., and Irvington, N.J. Each case involved an appeal from a conviction in the highest court of the respective state which had upheld the local ordinance as a valid police regulation.

From these cases, the cities learned that although they "have every right to enact regulations in the interest of public safety, health, welfare or convenience," they cannot in enforcing these ordinances abridge the constitutional right of free speech and freedom of the press.

The validity of existing ordinances on handbills, many of which are anti-litter regulations similar to those that came into court, "may depend somewhat on their application and local administrative interpretation," the Association said.

If a handbill ordinance prohibiting littering of the streets is so enforced as to restrain the right of free speech, for example, it will probably be held invalid should it come to litigation.

The court especially criticized application of the anti-litter ordinances to curb distribution of meeting and strike announcements in Los Angeles, Worcester and Milwaukee, the Association noted. The court made a point of the fact that the distributors themselves in no case were littering the street, and that the persons actually causing the litter by throwing away the handbills were not being arrested and punished.

Revised ordinances covering handbills, the Association said, might well be written around the following municipal powers: the control over streets to assure free flow of traffic; prohibition of the direct littering of streets by scattering handbills or other printed matter; the prevention of annoyance of inhabitants; and the power to prevent any molestation of citizens that creates a disturbance.

A number of cities may find it advisable to rewrite or rephrase their ordinances on handbills in light of the recent decisions on the subject by the United States Supreme Court.

The four cases, covered in a single opinion, invalidated anti-handbill ordinances in Los Angeles, Milwaukee, Worcester, Mass., and Houston, N.J. Each case involved an appeal from a conviction in the highest court of the respective state. The ordinance in each case was a valid police regulation.

From these cases, the cities learned that although they "have every right to regulate in the interest of public safety, health, welfare or convenience," they cannot in enforcing these ordinances abridge the constitutional right of free speech and freedom of the press.

The validity of existing ordinances on handbills, many of which are anti-litter regulations similar to those that came into court, "may depend somewhat on their content." If a handbill ordinance prohibiting littering of the streets is so enforced as to restrict the right of free speech, for example, it will probably be held invalid should it come to litigation.

The court especially criticized application of the anti-litter ordinance to the distribution of meeting and election announcements in Los Angeles, Worcester and Houston. The court made a point of the fact that the handbills themselves in no case were littering the streets, and that the persons causing the litter by throwing away the handbills were not being arrested.

Revised ordinances covering handbills, the Association said, might well be drafted to reflect the new Supreme Court decisions and to prevent the prevention of annoyance of residents; and the Association said it would be glad to assist cities in this work.

Merchants Help City Build Special "Shoppers Only" Parking Area

1 Parking

City officials and merchants of Kalamazoo, Mich., hope to solve a problem of long standing through operation of a new parking lot "for shoppers only" in the heart of the city's business district, information from the International City Manager's Association showed today.

The new parking area is the first of several to be constructed by the city inside the business district. Purchase and construction costs eventually will be paid through special assessments on business properties, which are being levied with the approval of the merchants in the district.

The "shoppers only" area, which accommodates 400 or more automobiles, is paved and lighted, and equipped with an attendant's office, drinking fountain and comfort station. There is no charge for the first two hours' parking, but 10 cents is charged for the third hour, and five cents per hour thereafter. The rates are for daytime parking only, the purpose being to prevent all-day parking by people who work in the business district. There is no charge between 6 p.m. and 8 a.m.

The parking lot was constructed after a three-year study made by city officials and merchants who believed that people were discouraged from shopping in the downtown district because of the lack of convenient parking areas, and by citizens who complained of the inconvenience of having to travel up and down a street in search of a place to park.

The study found that certain areas in the business district had been depreciating in value during the past 15 years, and that the city was faced with the necessity of reducing assessed valuations. There was evidence, also, that business property fronting on main streets was becoming less desirable because shoppers tended to patronize only those stores where parking space was available.

Operating costs of the parking lots are expected to be paid through fees charged for parking in excess of the two-hour free period. Instead of issuing bonds, the city borrowed the necessary funds for constructing the first lot from its cemetery perpetual care fund at 3 per cent interest, which also is charged to the assessment district.

Experience of one property owner was cited by the Association to show how the municipal parking lot affects business property. The owner's property, a 60- by 120-foot building formerly used as an automobile repair shop, has been leased for two years for \$3,000 more than the owner received in the last two years. The increase was more than enough to pay his full special assessment for the parking lot.

The Association said that 33 cities of 100,000 population or less have provided municipal off-street parking facilities.

New State Laws Show Significant Developments For Improving Merit Systems

Improvements in methods of selecting personnel directors, and provisions giving the directors more complete charge of the technical functions of state merit systems, are significant developments in state civil service laws adopted during the past three years, according to a digest issued today by the Civil Service Assembly of the United States and Canada.

Provision in the laws for in-service training of public employees is another important development, the digest showed.

Eight of the states which adopted or amended their civil service laws in 1937 or 1939 delegated to the personnel director the administration of all technical functions of the merit system, instead of following the former fashion of establishing full-time, bi-partisan commissions to supervise all operations.

Under the newer laws, the civil service commissions are relieved of responsibility for technical and administrative details. They act more in an advisory capacity on major policies. States in which this procedure is followed under the provisions of recent laws include Rhode Island, Connecticut, Alabama, Maine, Massachusetts, Michigan, Minnesota and Tennessee.

The personnel director, appointed directly by the governor in most states, is chosen from an eligible list established through competitive examination in two of the states--Rhode Island and Minnesota--which adopted civil service in 1939. The civil service commission in Minnesota actually makes the final choice. In Rhode Island the commission selects the examining committee and thus shares with the governor, who makes the final choice, the responsibility for securing a well-qualified person. Both states, as well as Wisconsin, which chooses its personnel director in the Rhode Island manner, declare non-residents eligible for the position.

Provision for in-service training of state employees as a regular function of the state personnel agency was written into the laws of Alabama, Rhode Island and Minnesota this year. The personnel director is in charge of this training.

States adopting civil service in 1939 were Alabama, New Mexico, Rhode Island and Minnesota. In 1937, Connecticut, Maine, Michigan and Tennessee enacted such laws. Other adoptions were: Maryland, 1920; California, 1913; Ohio, 1912; Colorado, 1907; New Jersey, 1908; Illinois and Wisconsin, 1905; Massachusetts, 1894; and New York, 1883.

More Roadside Parks For Michigan

Extension of its roadside parks, which already number 3,000, is announced by the Michigan state highway department, according to the American Public Works Association. Michigan was one of the first states to provide these convenient picnic places, which have become popular with motorists.

The cost of maintaining proper facilities at a roadside park for one season, including tables, garbage disposal, and landscape work, amounts to approximately \$35. The highway department has set up certain requirements for the parks. They must have ample shade, absence of road curves, clear vision by approaching traffic, sufficient parking space off the highway, scenic views, no mosquitoes, no dust problem, and an accessible water supply.

* * *

Taxi Drivers Head List Of 104 Civilians Honored By New York City Police

The taxi driver--traditional friendly enemy of the policeman--came into his own recently when the New York City police department made its annual awards to civilians for courageous and valuable assistance to the department and the city.

Of the 104 civilians so honored, according to the International Association of Chiefs of Police, 87 were taxi drivers whose assistance ranged from apprehending armed criminals to assisting in the arrest of a knife-wielder after a felonious assault. Ten of the drivers were cited for the second time, having received the honor in previous years.

The awards varied from honor scrolls for the 17 civilian and certificates of merit for drivers receiving the award for the first time, to commendation bar with star and cash awards for those cited for a second and third time. The presentation ceremony was attended by high ranking officers of the police department.

* * *

Extension of its roadside parks, which already number 2,000, is announced

by the Michigan state highway department, according to the American Public Works

Association. Michigan was one of the first states to provide these convenient picnic

The cost of maintaining proper facilities at a roadside park for one season,

including tables, garbage disposal, and landscape work, amounts to approximately \$27.

ample shade, absence of road curves, clear vision by suppressing shrubs, excellent

parking space off the highway, scenic views, no mosquitoes, no dust problem, and an

accessible water supply.

* * *

The taxi driver-traditional friendly enemy of the policeman-comes from his

usually when the New York City police department sends him a card on the

assistance for courageous and valuable assistance to the department and the city.

Of the 104 citations so honored, according to the International Association

of Chiefs of Police, 87 were taxi drivers whose assistance ranged from apprehending

armed criminals to assisting in the arrest of a hit-and-run driver in a collision

Two of the drivers were cited for the second time, having received the

The awards varied from honor scrolls for the 17 citations and certificates

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Average General Relief Allowances Range From \$3.38 to \$34.28 Per State

The average allowance paid by state and local governments to their general relief "cases" ranges from \$3.38 in Oklahoma to \$34.28 in New York, information from the Council of State Governments showed today. Average payments in other states were distributed between these two extremes.

It was pointed out that a case may be either a family or an individual.

The figures--based on August, 1939, payments--were based on data compiled by the Social Security Board. The allowances were paid in cash, in commodities, or both

The Council said the allowances, for state and local general relief only, were paid with state and local funds. The figures do not include costs of administration, materials and equipment incident to the administration of general relief.

In answer to the question of "why this great variation?" in state-by-state allowance averages, the Council said "it must be pointed out that there is a great difference in the cost of living and, perhaps, in living standards in different parts of the United States.

"But surely there is no such great difference in living costs and standards as indicated by the wide variation in allowance figures. It has been contended repeatedly, and it seems evident, that the main reason for this difference lies in the ability of the states to raise funds from their own resources."

The average monthly grants per case, for all states:

*Okla....\$3.38	Texas...\$ 7.90	La.....\$12.74	Wyo.....\$16.63	N.H.....\$22.72
Ark..... 4.75	W.Va..... 8.90	*Idaho.... 13.00	Maine... 19.07	*N.J..... 22.75
Ga..... 4.84	S.C..... 8.71	Mont.... 13.36	Del..... 19.58	Minn.... 25.03
Miss.... 5.53	Va..... 9.01	Colo.... 13.50	Nev..... 20.21	Conn.... 25.06
*Tenn.... 5.81	Ala..... 9.15	Wash.... 13.57	Ill..... 20.29	Mass.... 26.63
N.C..... 6.08	Mo..... 11.27	N.D..... 14.83	Utah.... 20.49	Calif... 29.76
N.Mex... 6.44	Ind..... 11.96	Ore..... 15.57	Wis..... 20.62	*R.I..... 29.81
Fla..... 6.98	Nebr.... 12.02	*S.D..... 15.64	Mich.... 20.83	Penn.... 30.70
*Ky..... 7.57	Kan..... 12.37	Iowa.... 16.18	Vt..... 21.16	N.Y..... 34.28
	Ariz.... 12.38	Ohio.... 16.18	Md..... 22.41	

*Stars indicate estimated averages.

The August case load for the 48 states totaled 1,582,000; the total cost, \$38,088,000.

Payment of monthly allowances is made by several methods, varying from state to state. In 13 states, payments in cash predominate although there are cases where commodities are substituted in part. In Alabama, for example, cash payment is the rule although grocery orders sometimes are given.

Payment is generally in kind in 17 states. In Delaware, for example, assistance in the form of grocery orders predominates, although some cash assistance is given to unemployables.

Both cash and commodities make up the allowances in the remaining 18 states. Illinois gives cash assistance in Chicago, with commodity orders predominating in other local relief units. Massachusetts gives cash relief in cities and relief in kind elsewhere.

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Local Housing Authorities Serve Lowest Income Families, Figures For Five Projects Show

Incomes of tenants who live in low-rent housing projects recently completed in Jacksonville, Fla., Austin, Tex., and Buffalo, N.Y., were cited today by the National Association of Housing Officials as evidence that public housing is fulfilling its purpose of sheltering families in the lowest income group.

The figures, the Association said, are from the first complete report of incomes of tenant families in projects financed by the United States Housing Authority.

In three projects in Austin and Jacksonville there are no families with incomes as high as \$1,000 a year. The majority of the families are those with incomes under \$600. The two Buffalo projects have tenants with annual incomes ranging from below \$600 to \$1400.

Tenant incomes for the five projects are as follows:

In Brentwood Park, Jacksonville, the median or mid-point family income falls in the \$600-\$799 per year group. One hundred and one families have incomes of \$50 to \$66.66 per month; 27 families have less than \$50 a month; and 19 have \$66.67 to \$83.32.

The Santa Rita project in Austin has 19 families with incomes of \$33.33 to \$49.99 a month; 16 with \$50-\$66.66 monthly incomes; 7 with \$16.67 to \$33.32; and only 3 with \$66.67-\$83.32 incomes. Here the median family income falls in the \$400-\$599 per year group.

In the Rosewood project, also in Austin, the median family income likewise falls in the \$400-\$599 per year group. Forty-three families have incomes of \$33.33-\$49.99 a month; 10 from \$50-\$66.66; and 7 from \$16.67 to \$33.32.

The "middle family" in the two Buffalo projects--Lakeview and Willert Park--has an annual income in the \$800-\$999 per year group. The largest number of families--110--have monthly incomes of \$66.67-\$83; 95 have \$83.33-\$99; 74 have \$50-\$66.66; 15 less than \$50; and 31, from \$100-\$110.

The U.S. Housing Act provided subsidies for housing for the "lowest income group." This phrase has never been clearly defined, the Association pointed out, and its meaning depends upon the number of income groups into which families in a given locality are divided.

"In many communities," the Association said, "if all of the families are divided into eight or ten income groups, the lowest group will be composed largely of the unemployables, the chronically ill, the indigents, or other persons and families who can never be assured of a normal position simply by the provision of adequate housing. On the other hand, if incomes are divided into thirds, the lowest group usually includes all or a large part of the poorly housed families that cannot afford the good housing provided by private enterprise."

Cities Already Meeting WPA Requirement For 1940

The WPA Act requirement that cities must contribute a minimum of 25 per cent to the cost of Work Projects Administration projects in every state as a whole, which goes into effect after January 1, is not expected to work any hardship on most communities, the American Municipal Association said today.

The average local contribution in most states has already risen pretty well up to this point, and in some, above it. To some extent, the increase in work relief costs borne by the sponsoring city or state is due to the limitation imposed by the new law on the amount of federal funds going to meet non-labor costs, the Association noted. Such federal contributions are limited to \$6 per month per man.

At least 13 states are turning to local work programs of various kinds, the Association said. WPA officials urge cities to refrain from setting up programs which would employ people at relief wages for maintenance work that should be a regular function of local government.

The type and extent of the federal program for the next fiscal year--beginning July 1, 1940--are not expected to be determined until well after Congress starts its session in January. Cities may expect a limited program, however, in view of the fact that increased outlays for national defense will be sought, the Association said.

Enough funds are available to employ an average of 2,000,000 persons a month for the remainder of the current fiscal year, according to WPA officials. The last available information showed that the total number of persons employed on WPA projects--1,930,463--was still short of that number.

Finance Officers Advised To Prepare Salary Data For Income Tax Reports

State and local finance officers were advised by the Municipal Finance Officers' Association of the United States and Canada today to begin accumulating necessary information on the 1939 earnings of governmental employees, which must be reported for federal income taxes on or before February 15, 1940.

A brief manual issued by the Association pointed out that a special record should be set up in each state and local government to carry the earnings of each employee. The use of such an "earnings record form" to show the annual salary, wages and other compensation of each employee will facilitate the preparation of "Form 1099," the employer's report required by the Bureau of Internal Revenue, the manual said.

Three sample types of earnings record forms are described in the manual. One is for hand- or machine-prepared monthly or semi-monthly payrolls; one for machine tabulation, to be made simultaneously with the payroll and pay checks; and one for the weekly payroll of employees.

All state and local government employees--including members of the legislative bodies and judges and officers of all courts--will be liable for income taxes on earnings received after December 31, 1938. They will fill out the same income tax forms as privately employed persons.

The governmental body should advise each employee about his earnings even though he does not earn a sufficient amount to make him taxable, the manual said. The employee may have enough other earnings to give him a taxable income, or he may have a wife whose earnings, combined with his own, would make them jointly taxable. The local and state governments will report earnings of all single employees of \$1,000 or more, and of married workers who earn \$2,500 or more.

To avoid confusion in reporting, the Association said, "it would be well for each taxable jurisdiction to direct by executive order or by resolution the appropriate official--auditor, comptroller, clerk or treasurer--to make the earnings report." If a central reporting agent is not designated, it was pointed out that the head of each executive department or political unit will be expected to assume the reporting responsibility.

Motor vehicles - Taxation

Motorists In 14 States Can't Get Car Licenses Until Taxes On Auto Paid

Motorists applying for their 1940 licenses in 14 states must produce evidence that they have paid property taxes on their automobiles before the licenses will be granted, information from the National Association of Assessing Officers showed today.

The states are Alabama, Arizona, California, Colorado, Connecticut, Maine, Massachusetts, Montana, Nebraska, Nevada, New Hampshire, Utah, Washington and Wyoming.

In addition, action by Maryland's legislature this year increased from 20 to more than 60 the number of cities in which a motorist will not be given a license unless he presents a receipt for his city property taxes.

Officials of the states requiring evidence of tax payments say it has resulted in a substantial reduction in delinquencies involving property of this type.

It was pointed out by the Association that eight of the 14 states--Arizona, California, Colorado, Maine, Massachusetts, New Hampshire, Washington and Wyoming--have special property taxes on motor vehicles. Arizona, by legislative action, joined this group this year. The state passed a similar proposal in 1937, but it was declared unconstitutional.

The special property taxes--usually assessed at uniform rates throughout the state--are generally based on the list price of the machine minus depreciation. Under the Massachusetts special tax act, new models of automobiles are assessed at 90 per cent of their list price. The assessment drops to 60 per cent for second-year models, 40 per cent for third-year models, 25 per cent for fourth-year models, and 10 per cent of the list price for all models over four years old.

In states where the special property tax method is followed, the tax commissioner usually forwards to local officials a tax schedule for the various automobiles and models. The 1940 Washington schedule, for example, lists more than 40 makes of passenger cars, and the various models for each make.

Besides helping to reduce delinquencies, the special property tax on automobiles, with its state-wide uniform rates, discourages falsification of residence such as might occur in a state with taxes lower in one district than in another.

UNITED STATES DEPARTMENT OF THE INTERIOR

Minerals applying for their 1963 license in the amount of \$100

and that they have paid property taxes on their automobiles during the 1963

year. Information from the National Association of Automobile Owners

shows that

the following states

Alabama, Arizona, California, Colorado, Connecticut, Delaware, Florida, Georgia, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Missouri, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee, Texas, Utah, Vermont, Virginia, Washington, West Virginia, Wisconsin, Wyoming.

In addition, action by Maryland's legislature that year lowered the rate from 50 to

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unless he presents a receipt for his city property taxes.

Officials of the state say that evidence of tax payment was 10 per

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It was pointed out by the Association that eight of the 14 states--Arizona,

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Under the Massachusetts special tax act, new models are assessed at

10 per cent of their list price. The assessment drops to 5 per cent for second-year

models, 10 per cent for third-year models, 15 per cent for fourth-year models, and

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Under the act, the various models for each year

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San Diego Uses Movies To Test For Deputy Sheriff Position

Motion pictures are now used in civil service tests in San Diego county, Calif., to check on the candidate's accuracy of observation, the Civil Service Assembly of the United States and Canada reported today.

The first experiment, made this year, was in a test given for deputy sheriff. An old, little-known motion picture was shown candidates, who were later questioned on details of what they had seen.

The Commission plans to use motion pictures whenever they are practical for the class of work examined, and for candidates who are not "pencil and paper-minded." The belief is that in the skilled crafts and labor service, visual and oral examinations may remove the fear which many candidates have of the written word.

* * *

Firemen's Training Courses Help Reduce Insurance Rates

Cities of two southern states--Louisiana and Alabama--are looking forward to cutting the cost of fire insurance for their citizens as a result of putting their firemen through special training programs, it was reported to the American Municipal Association today.

Louisiana cities and towns which cooperated in a training program for firemen this year have already secured a 10 per cent reduction in the base fire rate applied to properties within their boundaries. Alabama localities will participate in a training program sponsored by the State Department of Vocational Education and the Alabama League of Municipalities. Insurance underwriters plan to establish a system of rating the efficiency of fire department personnel, as a result of the training courses, so that rate reductions may be made on a standardized basis.

* * *

Police-Communication-R

Michigan State Police Try Multiple Broadcasting To Patrol Cars

The broadcasting of both verbal and printed orders simultaneously to police patrol cars is undergoing experimental tests by the Michigan State Police department, the International Association of Chiefs of Police reported today.

Utilizing frequencies assigned by the Federal Communications Commission, the state police radio engineers are dividing the wave band into two parts. Voice messages are sent over one section of the band. The other section is used to carry impulses which operate the printer mechanism set in the patrol car's dashboard.

The tests indicate that the state police will be able to virtually double the sending capacity of their station, according to Oscar G. Olander, commissioner of state police. Tests are made through printer-equipped patrol cars cruising in counties surrounding the department's East Lansing, Mich., headquarters.

While mobile units are receiving verbal instructions--perhaps for a bandit chase or assignments on an accident case, the impulses which operate the printers are going steadily forward. The printed messages, left on a tape feeding from the dashboard, contain license numbers of stolen cars, descriptions of wanted persons and similar routine information which at present is sent by voice.

"Both types of messages are broadcast from the Michigan State Police radio station WRDS," Commissioner Olander said. "The engineers are having success in filtering out from the voice part of the broadcast the slight noises caused on the other half of the wave band by the impulses that excite the printer equipment."

The Association said that a particularly useful possibility of the multiple-sending method--if it proves successful--will be the ability to deliver, throughout the day and night, routine police information in a permanent, printed form without interfering with the broadcasting of emergency information and orders.

It was pointed out that if an occasion arises where a patrolman must leave his car, messages from headquarters will be recorded by the printer equipment. This would enable the officer to go on about his duties without loss of time in re-contacting headquarters for further orders.

Financial Responsibility For General Relief Varies From State To State

While responsibility for financing general--or direct--relief rests with state and local governmental units, the share each unit must pay varies greatly from state to state, information from the Council of State Governments showed today.

State governments pay the whole cost of general relief in Arizona, Arkansas, Louisiana and Pennsylvania. Total costs are borne by local governments in 13 states--Florida, Georgia, Idaho, Indiana, Kentucky, Mississippi, Nebraska, New Hampshire, Tennessee, North Carolina, South Dakota, Texas and Vermont.

In the other 31 states, financial responsibility is shared by state and local governmental units according to various formulas.

In Virginia, for example, state allocations are made to counties on a population basis, and county officials must signify a willingness to match every state dollar with 60 cents in county funds. Under the West Virginia plan, state funds are granted counties on a basis of need, but only after 15 per cent of total county tax levies have been spent for welfare and relief purposes.

Wisconsin's allocations are made on the basis of need and the capacity of local units to carry their own burdens. In April, 1939, the state paid only 10 per cent of the total state general welfare cost. Local units in New York make the initial outlay and are reimbursed for 40 per cent of the money spent. The procedure is reversed in Utah, where the state makes initial payments and is reimbursed by the counties for 15 per cent of the total spent.

New York and Connecticut pay the entire cost of relief cases lacking settlement--or legal residence--in the state. In both instances, the state reimburses local units.

A few states, including Delaware, Ohio and Oregon, split costs with local units on a 50-50 basis, according to the Council. The percentage varies in other states, however. California, for instance, paid 80 per cent, and local units 20 per cent, of the entire state general relief expense in April. The state paid 32 per cent and local units 68 per cent of allowances granted Iowa recipients in April.

State Welfare Directors Form Own Council

State public welfare administrators have formed their own Council of State Public Assistance and Welfare Directors as a section of the American Public Welfare Association.

Forty-five states and the District of Columbia were represented at the charter meeting of the new group, which was held in Washington, D.C., early in December. Welfare directors of all 48 states and territories will be eligible for membership.

The Association created the administrators' section at the request of several state welfare directors, who desired a means through which those responsible for directing the state programs could get together to discuss mutual administrative problems.

David C. Adie, New York commissioner of social welfare, is chairman of the new group; John R. Thompson, Arkansas commissioner of public welfare, vice-chairman; and Fred K. Hoehler, director of the American Public Welfare Association, secretary.

Of present concern to the Council are the new merit provisions of the Social Security Act, which become effective in all states January 1, 1940. With few exceptions, state and local personnel engaged in the administration of programs under the Social Security Act are subject to the new standards providing for classification and pay plans, promotion systems, and other regulations.

Other matters which the group will study include: methods of exchanging information in carrying out assistance and insurance provisions of the Social Security Act; progress of the food stamp plan, now in use for families on relief in a dozen or more cities; and state-federal relationships in carrying out the Work Projects Administration Act.

Special committees will be appointed from the group to confer regularly with such governmental departments as the Federal Security Agency, the U.S. Children's Bureau and the work relief agencies.

State public welfare administrators have formed their own Council of State Public Welfare Administrators as a result of the American Public Welfare Association and Welfare Division as a result of the American Public Welfare Association.

Forty-five states and the District of Columbia have responded to the

letter meeting of the new group, which was held in Washington, D.C., early in December. Welfare directors of all 45 states and local cities will be eligible for

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Robert C. Allen, New York Commissioner of Social Welfare, in chairman of the John H. Thompson, Arkansas Commissioner of Public Welfare, Vice Chairman; J. K. Hatcher, Director of the American Public Welfare Association, Secretary.

The present concern to the Council and the new state associations of the Community Act, which became effective in all states January 1, 1935. With the state and local personnel engaged in the administration of the new Community Act are subject to the new standards provided for administration of the new system, promotion system, and other related work.

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on in carrying out assistance and insurance provisions of the Social Security Act; progress of the food stamp plan, now in use in twelve states on relief in dozens of more cities; and state-federal relationships in carrying out the Work

and governmental departments as the Federal Security Agency, the U.S. Philanthropy

year and the work relief agencies

Twenty-Seven Localities Act On Civil Service In 1939

Twenty-seven local governments adopted, extended or consolidated civil service provisions for their employees in 1939, a survey of local developments in the merit system by the Civil Service Assembly of the United States and Canada showed today.

Cities that have most recently adopted civil service systems by popular vote are Atlantic City, N.J., which has approximately 1,000 municipal employees, and West Palm Beach, Fla. In Alabama, the legislature created a personnel board to administer a merit system for the county of Mobile and its municipalities--Mobile, Citronelle and Prichard. The board, which appoints a director of personnel, is elected by a Citizens' Supervisory Commission, with members designated by the various civic bodies.

Wheeling, W.Va., recently adopted an ordinance which consolidated the separate civil service commissions for the police department, the fire department, and the rest of the city government, into a single commission. In Detroit, Mich., voters approved an amendment to the city charter extending civil service provisions to employees of the city-owned Detroit Street Railways, certain employees of the welfare department, and common laborers. Earlier in the year, Detroit had set up a police merit board.

Legislation which will enable the counties of Wisconsin to establish civil service systems was passed by the state legislature this year. Cities in the state already have the privilege.

Other cities adopting merit administration this year were: Atlanta, Ga.; Greenville, S.C.; Bowling Green and Owensboro, Ky.; Lincoln Park, Mich.; Chicago Heights, Mt. Vernon, Monmouth and Sterling, Ill.; West Allis, Wis.; and Fairfield, Homewood and Tarrant, Ala.

Among cities which broadened civil service provisions were Norfolk, Va., Newport, Ky., and Fort Smith, Ark., all three of which extended coverage from police and firemen only to all city employees. Fayetteville, N.C., and Gary, Ind., introduced civil service for police department employees, while Elgin, Ill., added several groups of employees to a system already established.

Housing, Welfare Officials Take Joint Responsibility For Relief Families

Public welfare and public housing--both of which had a common origin in the activities of the pioneer social workers and investigators of the last century--are joining efforts to solve today's housing problem for relief families.

A Joint Committee on Welfare and Housing Policies, sponsored by the American Public Welfare Association and the National Association of Housing Officials, is to carry on a continuing study of their common problems.

The welfare and housing officials agree that building low-rent housing is a job for housing authorities--not for welfare agencies. A large part of the funds furnished by welfare agencies for relief or other assistance, however, goes into rent payments, so the two types of organizations need close coordination, the Committee members agreed at a recent meeting.

Tenants in housing projects, furthermore, are selected from the lower-income groups and are subject to the dangers arising out of their insecurity, it was said. "Any slight economic catastrophe may push them over into the dependency status," the Committee said. "It is therefore essential that services be made available to assist tenants in utilizing community resources."

Whatever means of housing relief families is adopted--by government-financed projects now under way in many cities, or by payment of rentals to private landlords--the following points must be taken into consideration, the Committee said:

1. The setting off of relief clients in any way from the rest of the body of the citizens is socially undesirable.

2. Careful administration of tenant selection will serve to erase the prevalent misconception that public housing is identical with public relief.

3. Direct payment of rents by welfare agencies for relief families is undesirable because it is one more step toward destroying their self-reliance.

4. Housing and welfare agencies must cooperate in correcting the problem of substandard housing for low-income groups, and, in turn, should work with the municipal building or housing inspection services responsible for keeping existing residential shelter in good condition.

District of Columbia Income Tax Creates Complex Domicile Problem

Federal employees in Washington, D.C., who come from any of the 32 states with personal income taxes will be faced with choosing their legal residence--or domicile--next year if they do not wish to risk paying two income taxes, the Federation of Tax Administrators noted today.

A new income tax law for the District of Columbia becomes effective in 1940. It is to be levied on all persons domiciled in the District. Since each jurisdiction determines for itself whether a person is domiciled within its borders, however, the "home" state of the Washingtonian may also lay claim for a tax return if a state income levy exists, the Federation pointed out.

The attorney-general of North Carolina, for example, has ruled that persons working for the federal government in the Capital but intending to return to North Carolina to live are liable for the state income tax. Within the District, the corporation counsel has ruled that elective officials and cabinet officers are not domiciled because of their presence officially, unless they were domiciled before assuming their duties. The liability of other Washington residents must be determined by the facts in the individual case.

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Lincoln

Lincoln, Nebr., Puts Permanent Traffic Lines In Asphalt Pavement

Permanent traffic-lane lines, made with white stone chips, are being placed on all asphalt-paved streets in Lincoln, Nebr., information from the American Public Works Association showed today.

In making the traffic lines, the procedure is first to soften with a burner the strip of asphalt marked off as the traffic line. The strip then is covered with a coat of asphaltic emulsion, and white, flint-like stone chips are spread to a depth of one-half inch. The stone chips then are pressed into the pavement with a heavy roller.

Lincoln officials say the white stone works well on black-top sheet asphalt, and has exceptional lasting qualities. A line of this type was put on five years ago, and seems to have become whiter with age, according to the police department, which is supervising the WPA traffic-line project.

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2. Can a person pay tax on his income?

Federal employees in Washington, D.C., who have been a part of the Federal

personal income taxes will be faced with choosing their local jurisdiction.

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has a law which requires that a person pay state income tax.

Under the new law, a person who is domiciled in the District and who is

the Federal Government in the District but who is not a resident of the

are liable for the state income tax. Within the District, the

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because of their presence in the District, unless they were domiciled before

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by the facts in the individual case.

* * *

Permanent Traffic Laws in District of Columbia

Washington, D.C., has a long history of traffic laws. The first traffic law was

enacted in 1800. It was a simple law which required drivers to keep to the right.

Since that time, the laws have become more and more complex.

In making the traffic laws, the procedure is first to select a person

strip of asphalt marked off as the traffic lane. The strip then is covered with a

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in 1952. It has become whiter with age, according to the police department, which is

A traffic-line project.

Motorists Of 15 States Must Observe New Speed Laws

Motorists of at least 15 states must observe new speed regulations enacted by their 1939 legislatures, information from the International Association of Chiefs of Police showed today.

While most of the new statutes raised speed limits, the Association said that six of the 15 states--Minnesota, Maine, Michigan, Indiana, Nebraska and North Carolina--provided for both prima facie and fixed, or absolute maximum, limits.

In Minnesota, for example, the law provides for rural prima facie limits of 60 miles an hour in day time and 50 at night. To exceed prima facie limits is unlawful unless the motorist can prove, if arrested, that his speed in excess of the limit was "reasonable and prudent" for existing conditions.

Minnesota officials, at the same time, have authority to fix a maximum speed of, say, 40 miles an hour in certain zones if they believe conditions within the zone warrant that limit. There is a fixed and absolute speed limit of 30 miles an hour in Minnesota municipalities.

A new type of law is in effect in North Carolina, where the legislature retained the 45 mile per hour rural prima facie limit while setting up a 60 mile an hour fixed or absolute limit. The motorist may drive over 45 if existing conditions warrant, but he must not exceed the 60-mile limit under any condition.

Maryland's legislature made extensive changes in its speed law. The rural fixed limit of 45 miles an hour was raised to 50 miles for ordinary highways, and to 55 miles an hour for double-lane highways--those on which each lane is a one-way drive. Residence district speed limits were set at 25 miles an hour for single-, and 30 for double-lane streets. Business district limits were set at 25 and 30 miles an hour.

Wyoming, which formerly had a 35 mile an hour prima facie limit, enacted a 60-mile prima facie limit for rural roads, a 30-mile limit for residence districts, and a 20-mile limit for business districts. State and municipal officials were given authority to establish speed zones in which absolute limits would be prescribed.

Prima facie speed limits have been established by 29 states, and fixed or absolute limits by 16 states, according to the National Safety Council. Two states--Minnesota and North Carolina--have both prima facie and fixed limits. Oklahoma has no general, state-wide speed limits, although state authorities have power to zone state highways while city officials may fix municipal speed limits.

Over 650 Welfare Laws Added By States In 1939

A total of 653 laws in the field of public welfare, exclusive of unemployment compensation, were enacted by the 44 state legislatures which met in 1939, according to a complete digest of these laws issued by the American Public Welfare Association today.

The largest category of bills enacted--177--pertained to financing. Acts relating to public assistance, including old age pensions, general relief and aid to the blind and to dependent children, were second in number, totaling 150. Changes in the machinery of state welfare systems were made possible through 132 new laws or revisions. Laws on medical care totaled 59; personnel of welfare departments, 50; child welfare, 41; and miscellaneous, 44.

Although Congress did not take final action on changes in the Social Security Act until late in the summer, a number of states passed new laws and amendments anticipating certain liberalizations which came about, the digest showed.

Aid to dependent children was made more liberal by extension of the age limit and by larger grants. Grants for old age assistance were liberalized in several states. Extension of medical care was "in the air," because of the discussion in Congress of the National Health Bill, which ultimately failed to pass. New state laws enacted, however, provided chiefly for low-cost hospitalization through non-profit hospital service plans, and for additional grants for medical aid to the aged, to the blind and to dependent children.

Further legislative action in the field of welfare is expected in 1940, the Association said. Although only eight states are scheduled to meet in regular session, it is expected that special sessions in several states will deal with old age assistance liberalization and other social security subjects.

More liberal grants to the aged are now within the states' powers, the Association pointed out, since the Social Security Board has been authorized to assume half-cost for any grant up to \$40 per month to an individual. This increases by \$5.00 the maximum contribution under the former law of \$15.00 from the federal government. Beginning January 1, the federal government will also increase its contribution toward state aid to dependent children, matching dollar for dollar, with limits of \$18.00 for the first child and \$12.00 for other children. The maximum age has been moved up from 16 to 18 years for children attending school. For aid to the needy blind the federal government can now pay one-half the state's total administrative expenditures, in addition to sharing 50 per cent--up to \$20 a month--of the cost of supporting each of these dependents.

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Motor vehicles - Taxation

States Seek To Simplify Automobile Taxation Under General Property Tax

The efforts of states to solve problems arising from the assessment and collection of property taxes on motor vehicles have resulted in a gradual separation of the automobile tax from the mass of personal property taxes, the National Association of Assessing Officers reported today.

This separation, the Association said, has proceeded in three directions:

1---Motor vehicles have been given special status under the general property tax in seven states---Alabama, Connecticut, Maryland, Montana, Nebraska, Nevada, and Utah. The owner of an automobile in these states must pay the property tax on it or he will not be granted an operating license.

2---They have been subjected to special taxes in lieu of the general property tax in seven states---Arizona, California, Maine, Massachusetts, Colorado, New Hampshire and Wyoming. In all of these states except Massachusetts, the owner must pay the special tax before he will be granted an automobile license. In Massachusetts, failure to pay the tax will result in suspension of license.

3---They have been exempted altogether from property taxation in 18 states---Delaware, Florida, Idaho, Iowa, Louisiana, Michigan, Minnesota, New Jersey, New Mexico, New York, Ohio, Oklahoma, Oregon, Pennsylvania, Vermont, Wisconsin, and North and South Dakota.

Motor vehicles in the remaining 16 states, except Washington, are subject to an unmodified general property tax. In Washington, trucks and buses are subject to general property taxation, while private passenger cars are in the special tax category.

Legislatures of Maryland, Arizona and Connecticut took action this year to improve their automobile tax procedures. Maryland increased from 20 to about 60 the number of cities in which a motorist must pay his city property taxes to get a car license. Arizona placed automobiles in the special tax group, while Connecticut relaxed its laws for enforcing tax collections by repealing a provision, difficult to administer, for suspension of registration as a penalty for delinquency. Three states--Washington, Colorado and Montana--made changes in 1937. Washington and Colorado placed motor vehicles in the special tax class, while Montana made payment of property taxes a requisite to registration.

The reason for recent changes and for the gradual separation of motor vehicle taxation from the personal property tax are expressed in reports by various tax commissions, the Association said. The Connecticut commissioner estimated several years ago, for example, that nearly one-fourth of the time of assessors and collectors throughout the state went to the administration of property taxes on motor vehicles. Despite this, the commissioner said, about 15 per cent of the taxes legally payable were not collected, either through failure to assess the vehicle or failure to collect taxes once they were assessed. The Illinois tax commission estimates that only 51 per cent of the buses and trucks registered in the state are assessed.

As far back as 1931, the Association said, a survey by the U.S. Bureau of Public Roads led to the conclusion that only about 60 per cent of the taxable motor vehicles in the country were actually listed on the tax rolls, and that probably not more than 60 per cent of the taxes levied upon them were collected.

Most States Exercise Partial Control In Administration Of General Relief

Although responsibility for administering general relief has been delegated for the most part to local governmental units, all but 16 of the states retain a definite measure of control, information from the Council of State Governments showed today.

The 16 states in which local governments are responsible, under little or no state supervision, are Connecticut, Florida, Idaho, Indiana, Kentucky, Maine, Massachusetts, Mississippi, Nebraska, North Carolina, Ohio, South Dakota, Tennessee, New Hampshire, Vermont and Texas. Only local funds are used for general relief in most of these states, the Council pointed out.

Five state governments--Arizona, New Mexico, Pennsylvania, Oklahoma and Delaware--have assumed complete responsibility for administering general relief, usually through branch offices of the state agency. Delaware, however, administers the entire state general relief program through one central bureau.

Administrative responsibility is divided in three states--California, Nevada and Rhode Island. In California, for example, the State Relief Administration supervises and administers through local branch offices all general relief to employable persons. Payments are made through one central office. County boards of relief exercise complete authority with respect to unemployables.

In the other 24 states, local governmental agencies administer general relief under state supervision exercised, usually, through checkups by representatives of the state welfare department. Personnel and relief standards established by law assist in state control of local administration. In some states, local agencies may not receive the state's contribution to the cost of relief unless they comply with state personnel and relief standards.

In Wyoming, for example, where county departments of public welfare administer general relief under supervision of the State Department of Public Welfare, supervision is exercised through visits of field representatives who review cases four times a year to determine compliance with state standards. The field representatives suggest improvements in case work methods and other aspects of the work.

Recording Costs Reduced By Photostating

Photostatic reproduction of records and other documents is replacing manual copying in many governmental offices at substantial savings, information from the American Municipal Association showed today.

The photostatic process reproduces photographically, with speed and absolute accuracy, anything written, drawn or printed.

The Association cited Philadelphia as recently reporting a reduction of 34 per cent in the expenses of the county register of wills' office, a saving attributed largely to the introduction of photostating. Operating costs, which in 1929 before the photostatic process was installed had amounted to \$199,966, totaled only \$132,083 in 1938. As one example, the photographic recording made unnecessary the previous appropriation of \$20,000 for recopying old records, and the number of employees was reduced from 70 in 1929, to 48 in 1937.

The Philadelphia county recorder's office, which has used photostating since 1935, showed a reduction in operating expenses from \$288,526 in 1934 to \$238,812 in 1938. Since some hand copying is still being done, further savings are anticipated.

Photostatic recording was recommended recently for Jackson county (Kansas City), Mo. A study made by the Kansas City Civic Research Institute showed that work now done by hand in the recorder's office for \$24,000 a year could be done by photostating for \$7,000. The \$17,000 estimated saving would pay four times over in one year for the original cost of equipment.

Among other cities that put photostating to use for various purposes are: Cuyahoga county (Cleveland), O., which added apparatus to the county engineers' office in 1928; Los Angeles, Calif., which photostats birth and death certificates, information on public school students, and field notes of the engineering department; and the New York City police department, which photostats photographs and fingerprints of men wanted.

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in many governmental offices as substantial savings, information from the

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The photostatic process reproduces photographically, with speed and accuracy

, anything written, drawn or printed.

The Association cited Philadelphia as recently reporting a reduction of 25

in the expenses of the county register of wills' office, a saving attributed

largely to the introduction of photostating. Operating costs, which in 1933 before

the photostatic process was installed had amounted to \$10,000, totaled only \$1,000.

As one example, the photostatic record made unnecessary the previous

of \$20,000 for recopying old records, and the number of employees was

reduced from 70 in 1933 to 16 in 1937.

The Philadelphia county recorder's office, which has used photostating since

1935, showed a reduction in operating expenses from \$488,700 in 1933 to \$215,000 in

1937. Since some hand copying is still being done, however savings are anticipated.

Photostatic recording was recommended recently for Jackson county (Kansas)

Mo. A study made by the Kansas Civil Service Research Institute showed that work

done by hand in the recorder's office for \$25,000 a year could be done by

photostating for \$7,000. The \$17,000 estimated saving would pay for itself even in

the first year for the original cost of equipment.

Among other cities that are photostating to use for various purposes are:

Los Angeles, Calif., which photostates birth and death certificates;

and the New York City Police Department, which photostates photographs and

reports on public school students, and field notes of the engineering department;

and the New York City Police Department, which photostates photographs and

Michigan State Police Campaigning Against Check Forgers

Armed with small, inexpensive ink pads and a conviction that the public has outgrown an old repugnance against fingerprinting, Michigan state police are carrying out a campaign against check forgers, the International Association of Chiefs of Police reported today.

State-wide adoption of the plan is being urged by the state police, in cooperation with bankers' groups and merchants' associations. Under the plan, any check presented to be cashed, especially by a person not known to the one asked to cash the check, would be endorsed not only by the customary signature but by a thumb print.

Capt. Ira H. Marmon, chief of Michigan's identification bureau, points to nearly 500,000 voluntary fingerprint records in his bureau as evidence that the public has recognized this type of identification as useful in the civil or non-criminal fields. Captain Marmon said that hundreds of service clubs, business organizations and other public groups have asked for wholesale fingerprinting of their memberships for positive identification purposes.

* * *

Public Sand And Salt Boxes Provided For Icy Sidewalks

Special provisions to remove the hazards of slippery sidewalks and street crossings during the ice season are reported by three cities--Portland, Me., Detroit, Mich., and Newark, N.J.--according to information from the American Public Works Association today.

The Portland department of public works delivers sand to property owners on request. No charge is made for this service, although in 1938 the cost to the city was sizeable, since more than 2,200 orders of sand were distributed.

In Detroit, convenient curb boxes are filled with rock salt which may be spread by policemen, street cleaners or other municipal employees. Newark, N.J., places a large number of sand boxes equipped with shovels at strategic locations throughout the city. The sand is spread by municipal employees or by citizens.

* * *

Public Health Campaigns Against Black Workers

Armed with small, inexpensive ink pens and a conviction that the public health campaign against black workers was a necessary step in the fight against an old prejudice against the colored people, the International Association of Chiefs of

State-wide cooperation of the plan is being urged by the American Public Health Association, which has been active in the campaign against black workers.

the check, would be endorsed not only by the American Public Health Association, but also by the National Association of Manufacturers, which is the largest of the industrial groups. The check, which is for \$100,000, would be used for the purpose of financing the campaign against black workers. The check is being sent to the American Public Health Association, which is the largest of the industrial groups. The check is being sent to the American Public Health Association, which is the largest of the industrial groups. The check is being sent to the American Public Health Association, which is the largest of the industrial groups.

in 1944, the American Public Health Association, which is the largest of the industrial groups, has been active in the campaign against black workers. The check is being sent to the American Public Health Association, which is the largest of the industrial groups. The check is being sent to the American Public Health Association, which is the largest of the industrial groups. The check is being sent to the American Public Health Association, which is the largest of the industrial groups.

The Portland department of public works delivery and to property owners. No charge is made for this service, although it is the cost to the city was electric, since more than \$200,000 of work was done.



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